

Report

To the RT. HON. ERNEST MARPLES, M.P.,
Minister of Transport

CHAPTER I

Introduction

1. The Committee was appointed by you on 26th April, 1961

'To consider the shipping services for both passengers and freight between Great Britain and Northern Ireland and to report whether they are satisfactory in the following respects:—

- (a) types and frequency of service;
- (b) standards of service; and
- (c) reasonableness of charges.'

We now submit our Report.

2. In November, 1961, one of the members of the Committee, Mr. C. S. Mundy, O.B.E., was obliged by the pressure of his other commitments to resign from it. His place was taken by Mr. E. Carter Braine, M.C.

3. Following our appointment we issued a general invitation to interested parties to submit evidence to us. We also sent a direct invitation to organisations which we thought had a particular interest in the shipping services between Great Britain and Northern Ireland. In all 51 organisations and individuals submitted written evidence, some of which, in answer to our enquiries, was later amplified by further submissions on specific points. Oral evidence was given to us by 14 organisations and individuals. A complete list of those who gave written and oral evidence is at Appendix A of this Report.

4. We are grateful for the help which we received from all who submitted evidence. Although some of the evidence was vague and general, other evidence was clearly the result of much thought and care. We are grateful also for the readiness with which the additional information we asked for was provided.

5. Some of the evidence submitted to us by the operators, in particular information on their level of profits and their finances generally, is not normally available to the public. They asked us to treat it as confidential and we have naturally respected this request.

6. We held 18 meetings, of which 4 were devoted to the hearing of oral evidence, 2 being held in Belfast.

7. We inspected the facilities used by ships plying between Great Britain and Northern Ireland at Belfast, Larne, Glasgow, Ardrossan, Ayr, Stranraer,

Preston and Liverpool. We also inspected, and in some instances travelled on, the ships employed on the main passenger routes. We are grateful to the British Transport Commission and Coast Lines for the help they gave us on these tours of inspection.

8. Our terms of reference overlapped slightly those of the Northern Ireland Coal Inquiry Committee, which was appointed in January, 1961, under the Chairmanship of Mr. B. J. Fox, Q.C.:

'to enquire into the level of coal prices in Northern Ireland and to ascertain whether they give excessive profits to traders; to enquire into the general efficiency of the coal trade in Northern Ireland and to make such enquiries into the supply and cost of transport of coal as will enable the Committee to assess whether costs could be reduced.'

We held two meetings in Belfast with this Committee to discuss matters of common interest.

9. The Fox Committee's terms of reference cover the charges for the carriage of coal by sea as well as those of other means of transport. By agreement with them we have obtained certain evidence relating to shipping charges for the carriage of coal and have passed it on to them with our comments; in view of their terms of reference we have purposely not examined the level of these charges in this Report.

10. We cannot conclude without reference to Mr. J. R. Steele, the Secretary to the Committee, and to Mr. A. Rayner, his assistant. We are indebted to them for much hard work and conscientious attention to detail in the sifting of evidence and for their cheerful help at all times.

D. V. HOUSE, *Chairman.*

S. C. BOND

ERIC CARTER BRAINE

J. R. STEELE, *Secretary*

26th October, 1962.

Shipping Services between Great Britain and Northern Ireland

11. In considering the shipping services provided to Northern Ireland it is convenient to examine separately liner and tramp services. They are generally distinct, are generally provided by different companies, and very often ply to different ports. They are complementary in that one shipper may be better suited by a liner service and another by a tramp. We shall point out later in this Chapter that the distinction between liner and tramp is by no means as clear cut in the Northern Irish trade as it is in the deep sea trades or indeed in the other short sea trades.

LINER SERVICES

The Liner Undertakings

12. Liner services are provided by the following undertakings:—

British Transport Commission	
Atlantic Steam Navigation Co. Ltd.	} Subsidiaries of British Transport Commission
British Railways (London Midland Region)	
Caledonian Steam Packet Co. (Irish Services) Ltd.	
Coast Lines Ltd.	
Belfast Steamship Co. Ltd.	} Subsidiaries of Coast Lines Ltd.
British & Irish Steam Packet Co. Ltd.	
Burns & Laird Lines Ltd.	
Link Line Ltd.	
Northern Ireland Trailers Ltd.	
William Sloan & Co. Ltd.	
Anglo Irish Transport Ltd.	
Belfast & Preston Transport Co. Ltd.	
S. William Coe & Co. Ltd.	

The Routes Served

13. The routes on which these undertakings operate and the frequency and type of the service they provide are summarised at Appendix B; the maps at Appendix C show the geographical distribution of the routes. The main services, described by route, are as follows:

(a) Glasgow—Belfast

The route is served by Burns & Laird Lines Ltd. (Coast Lines group) who, with the 'Royal Scotsman' and 'Royal Ulsterman', maintain a year round nightly service in each direction, Sundays excepted. These ships carry passengers, general cargo, livestock and mails, and also cater for the carriage of containers and passenger accompanied cars. The passage time is about 9 hours.

Certain supplementary cargo sailings are also provided, mainly to meet peak demand for livestock space.

(b) Glasgow—Londonderry

This route is also served by Burns & Laird Lines Ltd. (Coast Lines group). For most of the year the 'Lairds Loch' operates a twice weekly night service carrying passengers, cargo and livestock, but from June to September it carries only passengers on a schedule of three sailings a week in each direction. During this peak period an additional vessel maintains the general cargo and livestock service. The passage time is about 12 hours.

(c) Ardrossan—Belfast

Throughout the year Burns & Laird Lines Ltd. (Coast Lines group) maintain a twice weekly general cargo service, and during the summer months a passenger service also on every day except Sunday. This latter service is maintained by the 'Irish Coast' which completes the crossing in 4½ hours.

The berth at Ardrossan is rail connected and the bulk of the cargo traffic handled is received in rail wagons which are shunted alongside for direct loading. Containers are handled in both directions.

(d) Ardrossan—Larne

The services on this route are entirely concerned with the carriage of unit loads and two companies, each operating two vessels, offer broadly similar facilities. The Atlantic Steam Navigation Co. Ltd. (B.T.C. group) offer six round voyages each week, whilst Northern Ireland Trailers Ltd. (Coast Lines group) provide five. The cargo consists largely of road haulage containers but articulated trailers and similar loads are also carried. The weekly capacity of the services on the route is about 400 containers in each direction. The passage time is 6-7 hours.

(e) Stranraer—Larne

The Stranraer-Larne service is operated by the Caledonian Steam Packet Co. (Irish Services) Ltd. (B.T.C. group) with the 'Caledonian Princess'. This vessel has a passenger capacity of 1,400 and provides drive-on/drive-off facilities for over one hundred cars or a smaller number of cars and commercial vehicles. It can also carry cattle and conventional cargo; this latter is loaded via the stern doors in containers or on flats. The ship makes two trips in each direction daily throughout the year, Sundays excepted, and is capable of providing additional sailings to meet peak travel demand. There is one sailing in each direction on Sundays during the months of July and August. The passage time is about 2 hours.

(f) Heysham—Belfast

The sailings on this route are provided by British Railways (London Midland Region) who maintain a passenger/mail/cargo service with the 'Duke of Argyll', 'Duke of Lancaster' and 'Duke of Rothesay'. Sailings are nightly in each direction, except that Sunday sailings are only scheduled during the peak travel season. During this period a varying number of additional sailings are provided to meet fluctuations in demand. The passage time for a normal run is about 7 hours.

In addition to the express services a cargo/cattle service is also operated, which provides a weekly frequency of twelve sailings in each direction. The

service is maintained by four ships, two of which are specially constructed railway container vessels and two of which have fixtures for the carriage of cattle. Their passage time is 9-10 hours.

(g) Preston—Larne

This route is in the main serviced by the Atlantic Steam Navigation Co. Ltd. (B.T.C. group) although Northern Ireland Trailers Ltd. (Coast Lines group) provided one weekly sailing in each direction for unit loads.

Atlantic Steam Navigation Co. Ltd. provide services for cargo carried in vehicles or containers or on flats. The vast majority of cargo is presented for shipment by, or on, road vehicles. Two container vessels, each capable of carrying about 50 containers, and three ships with drive-on/drive-off facilities provide a total of twelve sailings a week in each direction. The passage time on this route is 13-16 hours according to the vessel employed.

(h) Liverpool—Belfast

The main service on this route is that operated by the Belfast Steamship Co. Ltd. (Coast Lines group) with the 'Ulster Prince' and 'Ulster Monarch', which maintain a year round nightly service, Sundays excepted. Both are composite ships and carry passengers and cargo; much of the latter is perishable. Their passage time is about 10 hours. During the holiday period the passenger accompanied cars that cannot be taken by the passenger ship are loaded on an extra cargo ship, which sails before the passenger ship so that the cars are available to the passengers as soon as they arrive.

In addition the company maintain a daily cargo service between Liverpool and Belfast. Of the seven scheduled sailings a week four cater for livestock as well as general cargo. There are also supplementary sailings for both general cargo and livestock according to demand. Various types of containers are handled as part of the general cargo service.

The carriage of unit loads on the Liverpool-Belfast route is catered for by Link Line Ltd. (Coast Lines group) which operates two specially constructed vessels, 'Bison' and 'Buffalo'. Each of these has a capacity of 54 containers, trailers, etc. and each makes three round voyages a week. The traffic handled consists in the main of units delivered at the quay by traders themselves or by road hauliers. The passage time on all these cargo services is about 12 hours.

(i) Other Services

In addition to the routes described it will be seen from Appendix B that there are a number of other short sea routes where there are regular but less frequent sailings than on those summarised. Atlantic Steam Navigation Co. Ltd. (B.T.C. group) operate a weekly drive-on/drive-off service between Preston and Belfast; livestock and general cargo is carried between Newry and Liverpool by the British and Irish Steam Packet Co. Ltd. (Coast Lines group) and between Londonderry and Heysham by Burns and Laird Lines Ltd. (also Coast Lines group). Burns and Laird Lines Ltd. operate between Greenock and Belfast, whilst the Belfast Steamship Co. Ltd. links Manchester with Belfast and Liverpool with Londonderry. A thrice-weekly general cargo service is operated between Preston and Belfast by the Belfast and Preston Transport Co. Ltd., and a thrice-weekly unit load service between Preston and Londonderry by Anglo Irish Transport Ltd. S. William Coe & Co. Ltd. offer limited sailings between Liverpool and Coleraine.

Liner services between Northern Ireland and the more distant ports of Great Britain are maintained by William Sloan and Co. Ltd. (Coast Lines group) and Coast Lines Ltd.

William Sloan and Co. Ltd. operate between Belfast and Bristol Channel ports. Cardiff and Swansea are served by weekly general cargo services; sailings to and from Bristol are twice weekly.

Coast Lines Ltd. operate a general cargo service between London and Belfast, providing two sailings a week to Belfast and one from Belfast to London. The service calls at Southampton and Plymouth if there is inducement. It was formerly operated by the Clyde Shipping Co. Ltd. but was discontinued by them on 10th November, 1961, on general economic grounds. Up to that date the company had provided two sailings a week in each direction.

Coast Lines Ltd. also maintain a weekly general cargo service (there is a certain amount of bulk cargo) between Belfast and Middlesbrough, Newcastle, Leith, Aberdeen and Stornoway, with calls at Dundee and Kirkcaldy when inducement offers. In addition there are sailings between Londonderry and Middlesbrough, Newcastle, Leith and Aberdeen as required, largely for the seasonal carriage of fertilizer.

Summary of Services Provided

14. It will be seen that the various undertakings provide regular services between 17 British and 5 Northern Irish ports, comprising some 220 to 240 scheduled single sailings a week according to season. In addition many extra sailings are put on at peak periods. Because some companies operate their Northern Irish services in conjunction with other services, and because of additional tonnage temporarily chartered for peak periods, it is difficult to assess with complete accuracy the number of ships and the total tonnage employed in the Northern Irish trade. From particulars supplied to us, however, it appears that some 50 or more ships, comprising an aggregate deadweight tonnage of approximately 50,000 tons, are regularly employed in the liner trades to Northern Ireland. Details of these ships are given in Appendix D.

Organisation of Liner Services

15. The undertakings providing liner services comprise two main groups, one controlled by the British Transport Commission, the other by Coast Lines Ltd. The groups are the result of a process of amalgamation over many years.

16. The development of the B.T.C. group is largely the direct result of the amalgamation of the railway companies which culminated in their nationalisation under the Transport Act, 1947. With one exception the services the B.T.C. now provide were formerly provided by the railway companies and are in effect extensions of the railway system in Great Britain. The great preponderance of the traffic they carry is through-billed from an inland source in one country to an inland destination in the other. The exception to the pattern was provided when the B.T.C. acquired the Atlantic Steam Navigation Co. Ltd. in the mid-1950's, and thus branched out into the drive-on/drive-off trade which that company pioneered.

17. The Coast Lines group was first established under its present name in 1917 as the result of the fusion of a number of lines engaged in coastal trade and based on Liverpool. Since then Coast Lines have acquired numbers of

smaller undertakings and co-ordinated their services with their own. They have extended their participation in the growing container trade by the acquisition of Northern Ireland Trailers Ltd.

18. It will be seen from paragraph 13 that there is no major distinction between the types of service each group provides. Although only the British Transport Commission operate drive-on/drive-off ferries, both they and the Coast Lines group provide services for passengers, general cargo, unit loads and livestock.

19. There is nevertheless a clear division of the routes served. Few routes are covered by more than one undertaking. This seems to be the result of the historical origin of each service; the Heysham-Belfast and Stranraer-Larne routes (served by B.T.C.) do not so much link major traffic-producing centres as provide convenient sea crossings. This is particularly true of the Stranraer-Larne route—indeed we were told that the 37 miles of railway south from Girvan and the 73 miles west of Dumfries would not exist but for the shipping service. The services of the Coast Lines group, however, tend to link the centres giving rise to the trade, e.g. Liverpool-Belfast, Glasgow-Belfast.

20. Both groups are members of, and largely dominate, the Irish and British Traffic Association. This Association is itself the result of an historical development which has followed the development of the undertakings providing the services. Its object is:—

'to provide opportunity for all transport undertakings operating between Great Britain and Ireland to meet in Council to discuss and if possible resolve all points of mutual interest to the undertakings. Also to represent the interests of the undertakings on national and international matters including negotiations at Government level.'

We discuss the effects of the Association later.

TRAMP SERVICES

The Distinction between Liners and Tramps

21. The basic distinction between a liner and a tramp is that liners provide regular scheduled services; they run whatever the inducement and the rates for them are related predominantly to the cost of providing the service. The rates are thus not so sensitive to fluctuations in the supply of and demand for tonnage. The supply of tramps fluctuates with the demands of trade and the rates they charge generally reflect the pressures of supply and demand. It is customary for each ship to be chartered for a full cargo and the rate paid to be the result of an individual bargain struck between the owner and the charterer.

22. In the Northern Ireland trade, however, this basic distinction is somewhat blurred. Freight rates for different commodities are published and agreed by tramp ship owners through the Chamber of Shipping. The tramp shipping companies do not provide a regular service in the sense of a liner company but, according to the Chamber of Shipping, they feel themselves to be under some obligation to ensure an adequate supply of tonnage, at published rates of hire, to meet the requirements of regular charterers. As a result the shipowners have a fairly steady custom. Conversely, according to the Chamber of Shipping,

occasions have occurred when vessels have been used in the Northern Ireland trade although they could possibly have been more profitably employed in the Continental and Mediterranean trades.

Tramp Shipping Companies in the Northern Irish Trades

23. The tramp ship owners who own or manage ships which regularly or periodically trade between ports in Great Britain and ports in Northern Ireland are:—

John Carter (Poole) Ltd.	London & Rochester Trading Co. Ltd.
S. William Coe & Co. Ltd.	W. Comben Longstaff & Co. Ltd.
Coppack Bros. & Co.	John S. Monks Ltd.
F. T. Everard & Sons Ltd.	J. R. Rix & Sons Ltd.
Joseph Fisher & Sons	William Robertson Shipowners Ltd.
J. & A. Gardner & Co. Ltd.	W. A. Savage Ltd.
G. T. Gillie & Blair	John Stewart & Co.
John Kelly Ltd.	Thomas Watson & Co. Ltd.

24. There is no restriction on foreign flag coasting in the U.K. trade and foreign flag ships can be and are employed in the Northern Irish trade. There is no foreign flag service organized in the same way as the semi-liner service provided by British flag tramp undertakings.

25. The principal commodities carried are coal, potatoes, cement and scrap iron. Others (e.g. fertilizers) are carried seasonally. Coal represents over 70 per cent of total carryings and over 80 per cent of the carryings in British ships. Figures of the volume of cargo carried in British and foreign ships in the period 1957-1960 are given in Appendix E.

Evidence from Users of Services

26. We invited evidence from a wide range of specific bodies and persons whom we thought likely to have an interest in services provided to Northern Ireland. A general invitation to submit evidence was also extended by means of insertions in various national and provincial newspapers. The submissions were slow in coming and many were disappointingly vague. It was often necessary to ask those submitting evidence to amplify it and to provide concrete examples to support it. Other evidence by contrast was clearly the result of careful preparation and we are grateful to those who supplied it.

27. Not unnaturally much of the evidence submitted by users consisted of complaints, though these were fewer than we had been led to expect and many of those who complained about one aspect of the services expressed satisfaction with others. There was no tendency to criticize one of the main providers of services noticeably more than the other, or to complain more about any one

Table 1
Analysis of Complaints Received

		Passengers		Cargo (including vehicles carried as cargo)		Accompanied Cars	Totals
Type and Frequency of Service.	8	Lack of Sunday night services; requests for daylight sailings; allegations of inadequate services at peak periods.	6	Mainly suggestions for additional routes to serve the particular circumstances of certain undertakings.	3	Requests for more drive-on/drive-off services.	17
Standards of Service.	18	Shortage of berth accommodation and/or general overcrowding at peak periods (see also complaints on type and frequency); lack of amenities at terminals.	18	Predominantly delays in transit and lack of documentation; damage to goods.	6	Long periods of waiting between delivery of car to dock-side and sailing time.	42
Reasonableness of Charges.	5	Fares, berths and catering charges too high.	21	Freight rates too high.	7	Rates too high	33
Totals	31		45		16		92

route than about the others. The complaints were spread fairly evenly over the whole range of the routes operated and the types of service provided, though different routes tended to attract different types of complaint.

28. Table 1 analyses the complaints received according to passenger and freight service and by the three characteristics included in our terms of reference, viz., type and frequency, standards, and reasonableness of charges.

29. The Table does not attempt to distinguish between complaints made direct to the Committee by individual firms or persons and complaints summarised by bodies such as the National Association of British Manufacturers (formerly National Union of Manufacturers), the Belfast Chamber of Commerce and the Irish Trade Section of the London Chamber of Commerce. Evidence by bodies such as these obviously covers a great number of individual complaints and consequently carries greater weight. Nor does the Table distinguish between complaints that we considered substantiated and those which were unsupported by evidence, or which, even if substantiated, we considered to be unreasonable or trivial. We thought it useful, however, to include the Table merely to indicate the main causes of complaint.

30. Having excluded those complaints that we considered unsubstantiated or trivial, we found that the main strands of criticism were as follows:—

- (i) the passenger services during the summer months were inadequate and crowded;
- (ii) the carriage of accompanied cars was expensive and on certain routes the waiting time for loading the cars was excessive;
- (iii) on certain routes the passenger ships were uncomfortable and generally lacked amenities;
- (iv) freight consignments were often unreasonably delayed;
- (v) freight rates were too high.

31. We assess whether these and other complaints are reasonable and whether generally the services are satisfactory in the remaining chapters.

Types and Frequency of Services

32. In Chapter II we have described, and in Appendix B summarised, the extent of the services provided. We now consider in more detail the complaints made against the type and frequency of these services.

PASSENGER SERVICES

33. Complaints levelled against the passenger services related predominantly to their adequacy to meet peak demands. It was alleged that during the holiday periods it was impossible to get sailing tickets without booking months in advance, and that even if one got a sailing ticket it was most unlikely that one would get a berth. Outside the peak periods, there was some support for the view that there should be more daytime services—the only ones existing at present are operated on the Stranraer-Larne route by the Caledonian Steam Packet Co. (Irish Services) Ltd. (B.T.C. group) and, in the summer only, between Ardrossan and Belfast by Burns and Laird Lines Ltd. (Coast Lines group). There were also requests for more Sunday services—at present Sunday sailings are restricted to the high summer and are few in number. These two suggestions apart, the services outside the peak periods were considered to be generally adequate and satisfactory and, by some people, even generous.

The Adequacy of the Peak Services

34. The problem of peak services is of course not restricted to the Northern Irish shipping routes, but affects all forms of transport. It is generally accepted that no commercial operator (and in that we include the British Transport Commission) can reasonably be expected to cater for the peak in the same way as he does for more normal periods. Some inconvenience to the user and some failure to meet demand is inevitable.

35. It is nevertheless relevant to ask whether the operators do all that can reasonably be expected of them to meet the peak demands, bearing in mind the general level of the traffic during the rest of the year. We therefore asked the B.T.C. and Coast Lines to tell us how the peak demand related to their carryings during the rest of the year and what steps they took to meet it.

36. Both the B.T.C. and Coast Lines emphasised the sharpness of the peaks. Taking all the main passenger routes together, some 40 per cent of their annual passenger traffic is carried during the months of July and August. On single days during the peak period some routes deal with as many passengers as they do in a whole month during the winter. As an example Table 2 below shows the numbers of passengers carried on the Heysham-Belfast route in thirteen four-weekly periods during 1961.

Table 2

Average Numbers of Passengers Carried on Heysham-Belfast route

Period—f.w.e.	To Belfast Average per loaded trip		From Belfast Average per loaded trip	
	Trips No.	Passengers No.	Trips No.	Passengers No.
28. 1.61	24	356	25	531
26. 2.61	24	324	24	353
26. 3.61	24	338	24	364
23. 4.61	25	708	25	711
21. 5.61	25	600	24	621
18. 6.61	24	628	24	747
16. 7.61	30	808	31	964
13. 8.61	40	1,216	33	1,098
10. 9.61	30	922	35	1,122
8.10.61	24	673	24	816
5.11.61	24	452	24	488
3.12.61	24	299	24	317
31.12.61	26	664	25	517

The ships used have an authorized passenger capacity of 1,800. The figures given are averages taken over periods of four weeks. There are peak days within each week (usually Friday or Saturday) and on these days the numbers carried are considerably above the averages we have quoted.

37. These figures are typical of all the regular services. The operators' problem is that, other than in the peak periods, the passenger traffic would not justify a purely passenger service. They can then only provide a passenger service if it is combined with one for cargo or livestock. As a result all the ships carrying passengers to Northern Ireland are composite: in addition to their passenger accommodation they have capacity for cargo or livestock or both. This trend is typified by the 'Caledonian Princess' which, since our inquiry started, has been brought into service by the B.T.C. on the Stranraer-Larne route. This vessel has capacity for 1,400 passengers, and for 103 cars and 65 head of cattle or 688 tons of cargo.

38. In making arrangements for the peak period the undertakings must obviously not neglect or disrupt the cargo trade, since shippers rely on the maintenance of its schedules. On the short Stranraer-Larne crossing (which takes about 2 hours) it is feasible to put on extra sailings. Until recently the B.T.C. have each summer brought the 'Hampton Ferry' round from Dover to provide the so-called 'daylight' sailings, with a departure from Larne in the morning and a return from Stranraer in the late afternoon. With the coming into service of the 'Caledonian Princess' the B.T.C. state that it will be possible without the 'Hampton Ferry' to provide two sailings each way per day with additional sailings at times of peak traffic.

39. On the Heysham-Belfast route (the journey time on which is 7 hours) British Railways provide some unscheduled sailings at the height of the peak period (involving them, they say, in the expense of return trips in ballast because of the imbalance of the traffic), but generally speaking any extra sailings on the

longer routes involve the use of extra ships. Burns and Laird Lines Ltd. (Coast Lines group) do this on the Glasgow-Londonderry route by using the composite ship, which normally operates a twice weekly passenger/cargo service, to provide a purely passenger service at a higher frequency, and by bringing in a cargo ship to provide cargo services. They also augment the services to Belfast by bringing in the 'Irish Coast' to run 6 round trips a week from Ardrossan. There is no other passenger ship available to augment the Liverpool-Belfast service of the Belfast Steamship Co. Ltd. (Coast Lines group), though when necessary the existing ships are provided with additional seating and an extra cargo ship is provided to increase the numbers of accompanied cars that can be carried.

The Adequacy of the off-Peak Services

40. It is against this background that one must view the two specific complaints made of the off-peak services, namely, that there should be more Sunday services and more daylight sailings. As we have explained, it is the cargo carrying which makes possible even the existing passenger services. On the longer routes a night service is obviously more convenient, especially when perishable cargo is carried, since it allows an early morning delivery at its destination. The B.T.C. and Coast Lines also informed us that the majority of their off-peak passengers preferred the night service, since more often than not they travelled between inland points in Great Britain and inland points in Northern Ireland and a night service enabled them to complete the inland parts of their journeys in daylight when normal train and bus services were running. The demand for Sunday services was not large and the cargo offered for carriage on Sunday was slight. To run Sunday services all the year round would involve the employment and expense of extra staff since it would not be possible for the permanent staff to cover the number of working hours required. The B.T.C., and to a lesser extent Coast Lines, provide some Sunday services in the high summer, but neither thought that it was at present economically justifiable to do this on a permanent basis.

General Conclusion on Passenger Services

41. We find the operators' arguments under this head entirely convincing. Although the services provided may not meet exactly the convenience of every traveller, we are satisfied that their frequency and timing are reasonable for the level and pattern of the demands they have to meet.

FREIGHT SERVICES

The Changing Pattern of Freight Services

42. The pattern of the Northern Irish cargo trade is at present undergoing a change. The last few years have seen a rapid growth in the sea movement of cargo by container, flat, or road vehicle. This trend was greatly accelerated by the inauguration of the service operated by Atlantic Steam Navigation Company Ltd. (B.T.C. group) between Preston and Larne. Now, in addition to this service, they operate services between Preston and Belfast and Ardrossan and Larne. Northern Ireland Trailers Ltd. (Coast Lines group) operate between Preston and Larne and Ardrossan and Larne. Link Line Ltd. (Coast Lines

group) provide a similar service between Liverpool and Belfast, and British Railways between Heysham and Belfast. The Caledonian Steam Packet Co. (Irish Services) Ltd. (B.T.C. group) now provide container services between Stranraer and Larne, and other smaller companies are beginning to open up new routes. We noted that whilst this report was in course of preparation Anglo Irish Transport Ltd. began to operate a service between Preston and Londonderry. It is expected that these services will continue to expand.

Allegations of Inadequacy

43. We received very few complaints of the type and frequency of the freight services. Indeed, much of the evidence we received expressly stated that they were entirely adequate. We had a few requests for more container services though, as the previous paragraph indicates, this is a growing trade and any deficiencies that exist are likely to be remedied by the natural development of the trade. Occasional complaints made the point that there was no service between this place and that, or that such and such a service was inadequate, but these complaints were few and isolated. In all cases it was clear that the traffic already moved conveniently by other routes and that the demand was not enough to warrant the provision of extra services.

44. Several firms, particularly textile exporters, commented on the fact that manufacturers in Northern Ireland had few opportunities for direct shipment to the U.S.A. and none for South Africa, Australasia and the Far East, and that they were consequently put to the extra expense of carriage across the Channel and transshipment at Liverpool. This is again the result of the volume of traffic offered for carriage. If this flow of cargo could be increased ship-owners might well find it worthwhile to provide direct services. With the flow at its present level we think it inevitable that goods bound to and from Northern Ireland should to a considerable extent have to be transhipped at a port in Great Britain.

Conclusion on Freight Services

45. As a result of the evidence put to us, we are satisfied that the type and frequency of the freight services provided are satisfactory.

Standards of Service

PASSENGER SERVICES

46. There is a direct relationship between the standards of a service and its type and frequency. Thus, whereas some of those who cannot get on a service during the peak season tend to complain that it is not frequent enough, those who do get on tend to complain about the crowded conditions on board.

Conditions at Peak Periods

47. We received a number of complaints of overcrowding on board and a shortage of berths at peak periods, and of the sailing ticket procedure by which the operators attempt to ensure that at the height of the peak period they do not over-book any particular sailing.

48. On the latter point, it was alleged to us that sailing tickets were rapidly taken up and that thereafter nothing could be done to book until shortly before a ship sailed, since only then was it clear whether all the sailing tickets were being used. The operators admitted to us that in the past the system had been abused, since people tended to book sailing tickets for several sailings and then to use only one (or even none) of them. Both the B.T.C. and Coast Lines now operate a system similar to that for the booking of berths on the railways: a sailing ticket is issued free with a travel ticket or, if no travel ticket is held, a charge of 10s. 0d. is made which is set against the eventual purchase of a travel ticket. Both undertakings had found that this system had reduced the abuse: in any case it was used only when absolutely necessary and on a very few days of the year. We consider this practice reasonable.

49. There is no doubt that ships on all the routes are very crowded at peak periods. We have explained in the previous Chapter why it is difficult to provide a frequency of service that will fully meet the peak demand, and why we consider that the frequency of sailings that the operators provide is all that can reasonably be expected of them.

50. Similarly, in view of the level of off-peak traffic, we do not think the operators can reasonably be expected to provide more berths than they do, or that the general arrangements of the ships should be geared to higher numbers of passengers. Some discomfort at peak periods is inevitable. We consider, however, that the operators should do all they reasonably can to mitigate the discomfort of peak travel.

51. In this the B.T.C. have an easier task than Coast Lines. The B.T.C.'s ships are of modern design: those on the Heysham-Belfast run are six years old; on the Stranraer-Larne route the 'Caledonian Princess' is a new vessel which has only just come into service. All these ships are fitted with stabilisers. They are well adapted to carry large numbers in reasonable comfort and in our opinion provide a high standard of amenity.

52. The ships operated by the Coast Lines group between Belfast and Glasgow and Belfast and Liverpool are of pre-war construction and design, varying from 25 to 33 years old. Opinion about these ships varied; some criticised them because they were old, others liked them for the same reason. Here individual taste plays a large part in one's judgment. It seemed to us, however, that the gap between the standard of first class accommodation on these ships and that of the second class was considerable, and undoubtedly greater than it would be in ships of modern design. The owners are aware of the shortcomings of these ships and in particular of the second class accommodation, and during our inspection they showed us the various improvements they had made. Even so, the second class accommodation leaves a good deal to be desired by modern standards.

53. It is not surprising that at peak periods this deficiency is more marked and more commented on. Coast Lines do a good deal towards meeting the peak demand. They provide tubular metal chairs for the passengers: we do not think it unreasonable to expect them to provide something in which it is possible to recline more comfortably or to provide (if necessary for hire) blankets for those who want them. Coast Lines are at a disadvantage owing to the design of their ships, but we think they could do more to overcome the disadvantage and improve conditions.

Carriage of Accompanied Cars

54. The only other major criticism we received of the standards of the passenger services concerned the carriage of accompanied cars. This criticism is typified by the evidence of the Standing Joint Committee of the A.A., R.A.C., and R.S.A.C. They claimed that

'One of the biggest drawbacks to the Irish service from the motorists point of view is the necessity, under present conditions, for a vehicle to be delivered to the dock for loading many hours before the departure of the vessel. For instance, on the Liverpool-Belfast service cars are required during the week at 4 p.m. for a sailing which does not take place until 9.30 p.m. and on Saturdays the vehicles are required at 10.30 a.m. for the same sailing, i.e. 11 hours in advance.'

Others compared the waiting period unfavourably with that on the ships plying across the English Channel. Table 3 below illustrates the comparison. The Table omits all reference to the drive-on/drive-off ships; these are obviously easy to load with cars and no complaints were received on this score about the Stranraer-Larne route.

55. We asked the B.T.C. and Coast Lines to account for the comparatively long waiting periods required. The answer on all services was that the normal period of waiting was conditioned by the loading requirements of the ships that were used on every route, and that the abnormal waiting periods that occurred on one day each week were the results of the limitations of normal dock working. Thus, at Liverpool, the waiting period of 5½ hours was necessary because the cars had to be stowed before the perishable goods which came down to the docks at the last minute and which had to be unloaded first at Belfast; the waiting period was in fact applicable to all general cargo and not to cars alone. The waiting period of 11 hours on a Saturday was because the dockers finished work at noon. Similarly, at Glasgow, cars had to be delivered 2½ hours before sailing to give time for the ship to be stowed, the period being

shorter than at Liverpool because fewer cars used the route; the abnormal period of 5½ hours on a Friday was because on Fridays the dockers normally finished work at 5 p.m. At Heysham also the accompanied cars were loaded to fit in with the arrival and loading of other traffic; the longer period of waiting on a Sunday was because the docks stopped operating at 2 p.m. on that day. Similar reasons applied also to Belfast and other ports. [The waiting periods we have quoted are up to the time of sailing: it is possible for passengers to go on board well before then.]

Table 3
Waiting Time for Accompanied Cars by non-Ferry Ships
Comparison of Irish and English Channel Services

		Latest Car Delivery	Sailing Time	Waiting Time
Coast Lines	Belfast-Glasgow ...	5 p.m. (Noon on Saturday)	9 p.m. ...	4 hours (9 hours on Saturday)
	Glasgow-Belfast ...	6.30 p.m. (3.30 p.m. Friday)	9 p.m. ...	2½ hours (5½ hours on Friday)
B.T.C. ...	Belfast-Heysham ...	6.30 p.m. ...	9.40 p.m. ...	3 hours 10 minutes
	Heysham-Belfast ...	8 p.m. (Noon on Sunday — Summer service only)	11.55 p.m. ...	3 hours 55 minutes* (11 hours 55 minutes on Sunday)
Coast Lines	Belfast-Liverpool ...	4.45 p.m. (10.30 a.m. on Saturday)	8.30 p.m. ...	3½ hours (10 hours on Saturday)
	Liverpool-Belfast ...	4 p.m. (10.30 a.m. on Saturday)	9.30 p.m. ...	5½ hours (11 hours on Saturday)
Dover-Calais ...			Various ...	1½ hours
Calais-Dover ...				
Southampton-Havre		8.30 p.m. ...	10.15 p.m. ... 11.15 p.m. ...	1½ hours 2½ hours
Havre-Southampton		8.0 p.m. ...	11.30 p.m. ...	3½ hours
Newhaven-Dieppe ...			Various ...	1-2 hours depending on schedule
Dieppe-Newhaven ...			Various ...	1½ hours
Harwich-Hook ...			Various ...	1½ hours
Hook-Harwich ...			Various ...	1½-1½ hours depending on schedule
Hull-Rotterdam Rotterdam-Hull }		4 p.m. ...	5 p.m. ...	1 hour

* This is increased to 4 hours 40 minutes on Saturdays as the sailing time is 12.40 a.m. (Sunday).

56. The only way to avoid the abnormal periods of waiting is to employ gangs after the end of normal working at enhanced rates of pay. The B.T.C. do this at Belfast for the ships bound for Heysham; so do Coast Lines for the ships bound for Liverpool, though at peak periods the cars to be loaded are too numerous for them all to be put on board by the afternoon gang and it is necessary to ask for cars to be delivered in the morning. The balance of judgment for or against the employment of these gangs is a fine one; the B.T.C. find it worthwhile to pay a gang for Saturday afternoon loading at Belfast but not for Sunday afternoon at Heysham, simply because of the higher rates for work on Sunday.

57. We are satisfied that the normal waiting periods for accompanied cars are unavoidable in view of the nature of the ships used and the requirements of other forms of cargo. We recognise the difficulties the shipowners face on the days when normal dock working finishes early and therefore we cannot say that even the abnormal waiting periods are unreasonable. There is no doubt that from the travelling public's point of view some improvement in the abnormal waiting periods is highly desirable, but we recognise that it will not be easy to provide.

General Conclusion on the Standard of Passenger Services

58. We consider that standards of the passenger services are generally satisfactory, but that the standard provided at the peak period in the second class accommodation on certain routes leaves something to be desired.

FREIGHT SERVICES

Delays in Transit

59. The standard of the freight services was frequently criticised in the evidence we received. This criticism was mainly of delays in transit and of the difficulty of tracing the whereabouts of a delayed consignment because of a lack of documentation. It was alleged to us that it was possible to ship goods from Northern Ireland to the U.S.A. in a shorter time than to the south coast of England; that goods from Belfast to the main centres of commerce in Great Britain frequently took 10 days; that it seemed illogical to overseas customers that the average period taken to transport goods from Belfast to London was one week; that services from England to Northern Ireland took a minimum of 3 weeks; and so on. It will be clear from these examples that much of the evidence on this point was conflicting and rather general in its nature. There seemed to us, however, to be a good deal of discontent with the reliability and speed of the cargo services and we asked complainants to send us specific examples so that we could analyse them and thus assess the validity of the complaints.

60. Our analyses showed that there were certainly instances where the time taken to deliver goods was excessive. On the other hand there were many more instances where the time taken seemed to us to be by no means excessive or where there were reasonable explanations for any delay that did occur. We found, for example, that many complaints related to consignments despatched on a Friday which were not shipped until after the weekend; that many of the apparently startling transit times took place at or just before Christmas, when some delay might reasonably be expected and allowed for, or that there was for some reason or other a sudden rush of traffic. We found also that all, or

nearly all, the complaints related to traffic consigned from an inland point on the one side of the Irish Channel to an inland point on the other. None of them could effectively establish whether the delay was caused by the sea crossing or by the land carriage at either end, although those complainants who hazarded an opinion thought that the delays tended to take place in the docks or in the course of the inland transit.

61. In an attempt to elucidate this we discussed with Coast Lines and the B.T.C. their arrangements for the loading, unloading and onward movement of cargo. Both admitted that at periods like Christmas there was some delay, but said that except when normal dock working was disrupted it was unusual for a consignment to remain in their sheds beyond the second day. Normally they would expect to clear cargo within 24 hours of its arrival. On the routes operated by the B.T.C. the cargo was often loaded direct from the train to the ship and similarly unloaded. Congestion is less to be expected in these circumstances, but even at ports such as Liverpool, Glasgow and Belfast, where the shipping companies plying to Northern Ireland were only some of the many users of the port, we found little or no evidence of delay.

62. It is obvious to us that some delays do occur in the movement of freight from points in Northern Ireland to points in Great Britain. But, whilst the shipowners may sometimes have been at fault, we found no evidence to suggest that they were generally dilatory in their handling of traffic entrusted to them. Indeed, so many of the complaints received were either general in character, or unreasonable or could not be substantiated, that we suspect that the general force of the complaints we received on this score is considerably less than their volume would apparently warrant.

63. We did not examine in any detail the land transit of cargo on either side of the Channel since we considered it to be beyond our terms of reference, but our investigations inevitably touched on it to some extent. They led us to believe that it was in the land transit that most of the delays occurred. The B.T.C. admitted to us quite frankly that the majority of the delays on their services occurred on the rail portion of the journey. This is part of the larger question of modernising of the railway system. It would appear also that delays tended to occur when consignments were booked only to the port of arrival and when separate arrangements had to be made for their delivery from there. We express these views somewhat tentatively, however, since to state the reasons more categorically would require a more searching examination of the land transit of cargo than we felt able to give.

Lack of Documentation

64. The second complaint that was made of the freight services was that when there was delay it was impossible to find out the whereabouts of any particular consignment, since the documentation was not adequate for this to be done.

65. Here we found that the practice of the B.T.C. differed from that of Coast Lines. The B.T.C.'s shipping services have adopted the system of documentation used on the railways. In order to reduce administrative costs one consignment receipt is prepared for all goods accepted for shipment by the railways, regardless of the combination of facilities to be used. Small consignments are not separately manifested; there may be a number of them in one container but they are not sorted or further documented until the container arrives in Northern Ireland.

This is obviously possible where the same organisation controls all the forms of transport used and, according to the B.T.C., reduces administrative costs considerably. But it has the corollary that it depends on the smooth working of the system, and that it becomes difficult to trace consignments when the system goes wrong. Coast Lines cannot use this system since the connecting inland transport is often beyond their control. They document every item at every stage where carriage is under their control, and in normal circumstances they claim to be able to trace quickly all consignments up to the point of delivery or to the point of handing over to another carrier.

66. Most of the complaints we received on this score were general and did not specify any particular company. Those that did criticised the B.T.C. services from Heysham and Stranraer. In view of the different methods adopted by each undertaking, we think it reasonable to assume that this particular criticism relates mainly to the B.T.C. services. In assessing its validity it is necessary to weigh against the B.T.C.'s admitted inability to trace small packages in transit the facts that their shipping services, which act largely as seaborne extensions of their rail services, must obviously use the same system of documentation and that the streamlined system adopted reduces their administrative costs. We recognise that this system may cause occasional inconvenience, but consider that on the whole it represents a commendable attempt to keep down costs and as such is in the interests of the user.

General Conclusion on the Standard of Freight Services

67. We think that the standard of the freight services between Northern Ireland and Great Britain is generally satisfactory. We consider that the seriousness of the delays occurring has been exaggerated, and that where delays do occur there is no evidence to suggest that the shipping companies are at fault.

Reasonableness of Charges

68. We mentioned in Chapter I that in the course of our investigations the shipping companies gave us information which is not normally made public and which we agreed to treat as confidential. Most of this information, as might be expected, related to the financial results of the several undertakings and was particularly relevant to our study of the reasonableness of the charges made. For this reason it has been necessary in this Chapter to make a number of statements and to draw conclusions without quoting in detail the information on which we base them.

Assessment of what is "Reasonable"

69. Our terms of reference enjoin us to report whether the shipping services for passengers and freight are satisfactory

'in the following respects . . .

(c) reasonableness of charges.'

The crux of the problem is the yardstick against which to assess 'reasonableness'.

70. We consider that rates and fares should bring in earnings which would leave a sufficient surplus over expenses to enable the operators to create reserves for such purposes as the replacement of their ships and to pay a fair return on capital employed. If in a competitive situation the shipping companies earn such a surplus and the traffic continues to flow the charges could, on a strictly commercial reasoning, be said to be reasonable. Even this is not an easy assessment to make, since the shipping companies may well (and very often do) engage in other trades and any division of indirect expenditure between one trade and another is bound to be somewhat arbitrary. As soon as moral, or quasi-moral, considerations are introduced the difficulties are increased. It might be argued that charges are unreasonable if the profit the undertaking made was excessive. But what is meant by 'excessive'? It is usually taken to mean more than is normal for undertakings engaged in similar activities, but in strict logic it is difficult to see why, provided there is competition, one undertaking should not make more than the norm if the traffic will bear it. Attempts were made in evidence submitted to us to compare the charges made to and from Northern Ireland unfavourably with those made on other short-sea routes. This is a particularly difficult comparison to make, especially for liner freight rates. In the liner trades an owner, when building up a freight rate structure, has to take into consideration not only the obvious elements such as the route, the distance and the running expenses of the ship, but also such elements as the quantity of traffic and regularity of the shipments offering; the port charges at either end; the rate of loading and discharge; whether the cargo is from main port to main port; the extent to which traffic for intermediate ports excludes main port traffic; and so on. Any of these factors can vary considerably from trade to trade. Without taking them into consideration any

comparison of charges on one route with charges on another can be misleading and unreliable, and such is the complexity of the problem that it is next to impossible to strike a true like-with-like comparison.

71. We do not think it would be of much use to take in isolation any one of the yardsticks we have mentioned to assess whether the charges made between Great Britain and Northern Ireland are reasonable, and, as we have suggested above, it is next to impossible to take them all into consideration at any particular moment in time and for any particular flow of goods or individual consignments. We have, nevertheless, attempted a broad assessment of the reasonableness of the charges made taking into account fares and rates on other routes where we thought it reasonable to do so, and paying particular attention to the accounts and the other financial information with which the various undertakings supplied us.

PASSENGER SERVICES

Passenger Fares

72. We received very few complaints about the level of passenger fares and those we did receive were mainly unsupported statements that, for example, 'the fares and berth charges are far too high'. Many people seemed to think them reasonable. Table 4 illustrates the relative levels of fares across the English and Irish Channels.

73. We have pointed out the dangers of comparisons between routes. Although they apply more to freight rates than to passenger fares the comparison is not absolute proof of the reasonableness or otherwise of the passenger fares to Northern Ireland. Table 4 makes it clear, however, that the fares to Northern Ireland are low compared with those to the Continent. In our opinion they represent value for money, especially in view of the low level of traffic outside the peak period. Indeed, we consider that the level of the fares gives scope for encouraging off-peak travel by applying any increases in fares that become necessary to times of peak travel.

Charges for Passenger Accompanied Cars

74. We received rather more complaints about the charges for passenger accompanied cars. They were, for example, said to be 'exorbitant', 'excessive and out of all proportion to the distance involved', but few of these allegations really took into account the distances involved or attempted to relate the charge for the carriage of cars to the total payment including the passenger fares. We were told by the operators that on average three people travelled with each car. Table 5 compares accompanied car charges across the English and Irish Channels when three and two passenger fares, respectively, are included.

Table 4
Comparison of Passenger Fares on Northern Ireland/Great Britain and Great Britain/Continental Services

Route	Sea miles	Second-class single	Pence per mile	First-class single	Pence per mile	Pence per mile on first-class return basis
Dover-Calais	22	s. d. 42 0	d. 22-9	s. d. 55 0	d. 30-0	d. 30-0
Folkestone-Boulogne	26	43 0	19-8	57 0	26-3	26-3
Dover-Dunkerque	38	49 0	15-5	65 0	20-5	20-5
Stranraer-Larne	35	16 6	5-7	32 6	11-1	11-1
Dover-Ostend	60	42 0	8-4	53 6	10-7	10-7
Newhaven-Dieppe	64	63 0	11-8	86 6	16-2	16-2
Arthrossan-Belfast	74	28 0	4-5	54 0	8-8	7-3
Southampton-Havre	108	82 0	9-1	114 0	12-7	12-7
Harwich-Hook	116	87 0	9-0	103 6	10-7	10-7
Southampton-St. Malo	153	86 6	6-8	114 6	9-0	9-0
Glasgow-Belfast	113	33 0	3-5	62 6	6-6	5-4
Heysham-Belfast	125	29 6	2-8	57 0	5-5	4-9
Glasgow-Londonderry	139	33 6	2-9	64 0	5-5	4-6
Liverpool-Belfast	140	33 0	2-8	62 6	5-4	4-8

Note 1. Fares quoted are those applying as at 1st July, 1962.

2. In the case of all the cross-English Channel fares quoted the return fare is exactly twice that of the single, and the same is true of all the Irish Channel second-class fares. However, first-class return fares on the Irish Channel are, in all except one instance (Stranraer-Larne), somewhat less than twice the single fare, and for this reason the pence per mile figure for first-class fares is shown on a single and return fare basis.

3. All the fares quoted are gross and take account of port taxes (where applicable) and other ancillary charges such as harbour dues. The overall effect of these tends to be heavier on the services to Continental ports. When this is allowed for the difference in the costs per mile between the Continental services and the Northern Irish services is narrowed, but the general trend shown by the Table remains.

Table 5

Comparison of Accompanied Car Charges (for 13' 6" vehicle) on Northern Ireland/Great Britain/Continental Services

Route	Sea Miles	One way charge £ s. d.	Cost in pence per mile	One way charge including three 2/c (or one class) passenger fares £ s. d.	Cost in pence per mile	One way charge including two 2/c (or one class) passenger fares £ s. d.	Cost in pence per mile
Dover-Calais (Car Ferry) ..	22	5 10 0 (Summer); 4 5 0 (Winter)	60.0 (Summer); 46.4 (Winter)	11 1 0 (Summer); 9 16 0 (Winter)	120.5 (Summer); 106.9 (Winter)	9 4 0 (Summer); 7 19 0 (Winter)	100.4 (Summer); 86.7 (Winter)
Dover-Calais (Pass. Steamer) ..	22	8 15 0	95.5	15 1 0	164.2	12 19 0	141.9
Folkestone-Calais (Pass. Steamer)	25	8 15 0	84.0	15 1 0	144.5	12 19 0	124.3
Dover-Boulogne (Car Ferry) ..	26	5 10 0 (Summer); 4 5 0 (Winter)	50.8 (Summer); 39.2 (Winter)	11 1 0 (Summer); 9 16 0 (Winter)	102.0 (Summer); 90.5 (Winter)	9 4 0 (Summer); 7 19 0 (Winter)	84.9 (Summer); 71.4 (Winter)
Dover-Dunkerque (Car Ferry)	38	5 10 0 (Summer); 4 5 0 (Winter)	34.7 (Summer); 26.8 (Winter)	11 1 0 (Summer); 9 16 0 (Winter)	69.8 (Summer); 61.9 (Winter)	9 4 0 (Summer); 7 19 0 (Winter)	58.1 (Summer); 50.2 (Winter)
Dover-Ostend (Car Ferry) ..	60	5 10 0 (Summer); 4 5 0 (Winter)	22.0 (Summer); 17.0 (Winter)	11 1 0 (Summer); 9 16 0 (Winter)	44.2 (Summer); 39.2 (Winter)	9 4 0 (Summer); 7 19 0 (Winter)	36.8 (Summer); 31.8 (Winter)
Northfleet-Dieppe (Car by Cargo Steamer)	64	5 10 0 (Summer); 4 5 0 (Winter)	20.6 (Summer); 15.9 (Winter)	13 3 0 (Summer); 11 18 0 (Winter)	49.3 (Summer); 44.6 (Winter)	10 12 0 (Summer); 9 7 0 (Winter)	39.8 (Summer); 35.1 (Winter)
Newhaven-Dieppe (Pass. Steamer—cars not accepted in Summer months) ..	64	8 15 0	32.8	16 8 0	61.5	13 17 0	51.9
Stranraer-Larne ..	55	7 0 0	48.0	9 9 6	65.0	8 13 0	59.3
Southampton-Le Havre ..	108	8 15 0	19.4	21 1 0	46.8	16 19 0	37.7
Harwich-Hook (Day) ..	116	7 3 0 (£11 6s. return)	14.8 (11.7 return)	20 4 0 (£25 6s. return)*	41.8 (36.5 return)	15 17 0 (£27 6s. return)*	33.8 (28.2 return)
Harwich-Hook (Night) ..	116	9 10 0 (£14 3s. return)	19.7 (14.7 return)	22 11 0 (£40 7s. return)	46.7 (41.7 return)	18 4 0 (£31 13s. return)	37.7 (32.7 return)
Southampton-St. Malo (Summer only) ..	153	8 15 0	13.7	21 14 6	34.1	17 8 0	27.3
Hull-Rotterdam ..	210	8 0 0 (£14 return)	9.1 (8.0 return)	Not applicable as fares are 1/c only and include berth and meals			
Glasgow-Belfast ..	113	10 0 0	21.2	14 19 0	31.8	13 6 0	28.2
Rayham-Belfast ..	125	10 0 0	19.2	14 8 6	27.7	12 19 0	24.9
Glasgow-Londonderry ..	139	10 0 0	17.3	15 0 6	25.9	13 7 0	23.1
Liverpool-Belfast ..	140	10 0 0	17.1	14 19 0	25.6	13 6 0	22.8

*Incorporates 'special motorist's' 1/c return fare which is cheaper than ordinary 2/c return.

1. Table based on rates and fares applying as at 1st July, 1962.

2. In all cases the most economical passenger fares (e.g. 'special motorists' when appropriate) have been used.

3. All the rates quoted are gross and take account of port taxes (where applicable) and other ancillary charges such as harbour dues. The overall effect of these loads to be heavier on the services to the Continent. This affects the cost comparisons but does not seriously alter the general trend indicated by the Table.

It will be seen from Table 5 that when passenger fares are included the cost per mile across the Irish Channel is in general lower than that across the English Channel.

Conclusion on Passenger Services

75. We consider that both the passenger fares and the charges for passenger accompanied cars are reasonable, and in reaching this view we have taken into account the increase in fares which came into force in June, 1962. We were glad to note that these increases were generally applied to the peak and not to the off-peak services. We consider that a still greater differential between the fares for the times of peak travel and those for off-peak travel might help to reduce the difference between the peak and the off-peak demand, and thus alleviate the discomfort of travel at peak periods which was the cause of so many of the complaints we received.

76. In reaching this conclusion we have also, as indicated in paragraphs 70 and 71, taken into account the overall profits of the major operators. Since, however, costs cannot be strictly apportioned between the passenger and the freight carryings we have deferred comment on this aspects until the section on liner freight rates, as it is in this sphere that we received the most serious burden of complaints.

LINER FREIGHT SERVICES

I. THE DEVELOPMENT OF THE FREIGHT RATE STRUCTURE AND ALLEGATIONS OF A SHIPPING "RING"

The Development of Through Rates

77. It is necessary in order to understand the structure of the liner freight rates to Northern Ireland to describe briefly the origins of the system.

78. It began with the early participation of the railway companies in the sea routes to Northern Ireland and in the need to provide facilities for the through movement of traffic between inland points on either side of the Irish Channel.

79. As early as 1850 it had become a widespread practice for railway companies in Britain voluntarily to provide facilities for the through carriage of goods between points on the different internal systems. At that time re-booking was required on entry to each system and through rates in the sense of a single charge covering the full transit over a number of systems had not been evolved.

80. With the passing of the Railway and Canal Traffic Act, 1854, the railways and canals became obliged to provide through facilities; the Act of 1888 required railway companies to offer through rates both on the railways and on steamship services operated by them. The Act placed no similar obligations on those steamship companies not connected with the railway companies but several of them had in fact associated with various Irish and British railway companies to form, in 1867, the Irish and English Traffic Conference and were already quoting and employing through rates.

81. The early cross-Channel conferences were formed primarily to establish and co-ordinate through sea/rail rates with the object of avoiding the confusion and instability caused by a relatively large number of undertakings offering a multiplicity of rail to port and port-to-port rates. In fixing through rates, the component rates—and in the case of shipping companies these were

the existing port-to-port rates—were taken into account so far as was practicable. It was stipulated that through rates should not exceed the sum of the component rates on which they were based.

The Establishment of Maximum Charges

82. The Acts setting up the various railway companies both in Great Britain and in Ireland had always laid down the maximum charges that could be applied. The Railway and Canal Traffic Act, 1888, in addition to requiring the companies to offer through rates on their rail and shipping services, also provided that each of them should prepare a revised classification of goods and a revised schedule of maximum charges. The result was the establishment of a uniform classification for goods, with maximum charges for each class, which became applicable to all rail traffic within each country.

83. In determining the classification of a particular commodity by far the most important consideration was its value. This was known as the 'ad valorem' principle and was based on the assumption that the greater the intrinsic value of a commodity the more a trader would be prepared to pay for its carriage.

84. Because the cross-Channel shipping services had by this time come to be regarded as complementary to, and in the case of the railway companies operating steamers an extension of, the inland rail systems, the uniform system of classification used on the railways was extended to cover port-to-port rates on the cross-Channel liner trades. Indeed, where through-rated traffic was concerned, it would undoubtedly have caused confusion if a classification system for the sea part of the journey different from that statutorily imposed on the railways had been adopted.

85. One consequence of the establishment of through rates based on the 'ad valorem' principle was that as a general rule through class rates were fixed by reference to the cheapest route, and where traffic moved over a route other than that on which the rates had been based carriage over a greater mileage did not generally involve the user in paying more to any of the transport undertakings involved.

The Establishment of Standard Charges

86. The Railways Act, 1921, which brought into being the four principal main line railways groups, made provision for the establishment of 'standard charges', which would be the charges that each company would be entitled to make. Railway charges were to be periodically adjusted so as to produce, with other sources of revenue, standard net revenues equivalent to the 1913 net revenues plus allowances for additional capital. Standard charges could not be reduced or exceeded except as provided by the Act. Existing exceptional rates could be continued but any rate more than 40 per cent below the standard had to have the approval of the Railway Rates Tribunal. The companies were given power to grant new exceptional rates but again the Tribunal's consent was required where they were more than 40 per cent below standard.

The Development of Exceptional Rates

87. It was six years (January, 1928) before the new system of charges came into operation, by which time the virtual monopoly of the railways, which existed when the 1921 Act was passed, was beginning to be drastically curtailed by road competition. Railway charges for goods traffic were based on a value

classification which resulted in a wide difference between the rates for high class and low class traffics. Road hauliers, competing mainly for the high grade traffics with charges based on road costs plus profit and with no regulation of charges, were in a favourable competitive position.

88. The outcome was that the Tribunal were never able to adjust the railway charges to produce standard revenues, and instead of exceptional rates being reduced in number they had to be greatly increased in number and allowed even greater reductions than before.

89. The Transport Act, 1947, envisaged considerable changes, but in the event little progress was made to implement them before the Transport Act, 1953, was passed. This Act expressly forbade fixed charges or standard charges, and limited the scope of charges schemes to the fixing of maximum charges, except where it appeared not to be reasonably practicable or to be undesirable to do so, when reasonable charges were to be made. These schemes had to be approved by the Transport Tribunal which had taken the place of the Railway Rates Tribunal. The Commission had to publish only the maximum charges and within their limits could make what charges they thought fit.

90. In submitting to the Transport Tribunal for confirmation their charges scheme (which was subsequently confirmed as the British Transport Commission (Railway Merchandise) Charges Scheme, 1957) the Commission abandoned the 'ad valorem' principle of charging in favour of one more nearly related to the cost of carriage and based upon the weight of a consignment, its loadability and the distance carried.

91. We were informed that only a very small proportion of the railways' total traffic is in fact carried at maximum charges. Many of the old exceptional rates have been continued. The railways attempt to relate charges directly to the cost of the particular operation, but it is not unlikely that exceptional rates are still quoted more with an eye on competition than on actual costs.*

Effect on Shipping Freight Rates

92. The reforms stemming from the Merchandise Charges Scheme have not yet been applied to the through rates to Northern Ireland. Theoretically the 'ad valorem' principle is still in use but in practice nearly all through traffic moves at exceptional rates. The port-to-port rates are similarly based in theory on the 'ad valorem' principle. The railways' shipping services scarcely use port-to-port rates as most of the traffic is consigned at through rates. In the main it is on the services of Coast Lines that port-to-port rates are most frequently quoted. Since the statutory maxima do not apply to them, the class structure has disappeared and goods move at what are called tariff rates. These are in effect the equivalent of the exceptional rates quoted by the railways.

93. The origins of the ferry services are in road transport rather than rail and their method of charging is, as in the case of road transport, based directly upon the cost of providing the service, in relation to the area of deck space occupied by the load. It does not follow from this that rates on the ferries are lower than those on the conventional services: they are different, just as the service provided is different.

* The Transport Act, 1962, received the Royal Assent whilst this Report was being prepared. We have not taken it into account since it seemed unlikely that it would have any practical effect before the Report was completed.

Influences on Freight Rates

94. It was frequently suggested in the evidence put to us that the freight rates were high because the main operators of the sea services, having a virtual monopoly, were able by agreement to keep them high; in other words that there was a price ring.

95. We were not able to accept this view in its entirety as it ignores the influence of road transport on the land portion of the journey at either end in the case of traffic originating at or for delivery to inland points, the effect of competition from the ferry services, and an apparently increasing degree of consumer preference. Road transport has probably acted as a check on through rates, as if they became unreasonably high there would be a tendency for traders to send their goods to the ports by road and book them with the shipping companies for port-to-port carriage only. The rates of the professional road hauliers have no doubt been kept within bounds by the high degree of free competition in the road haulage industry and by the danger in some cases of manufacturers undertaking their own transport in 'C' licensed vehicles.

96. We have mentioned in a previous chapter the rapid growth of container services. It should be noted that the main companies operating container and drive-on/drive-off services are wholly-owned subsidiaries of the two groups of operators running the conventional cargo services. It is therefore relevant to ask whether there is any safeguard to prevent high rates being set for the container/drive-on/drive-off services to protect the conventional services. We think the answer lies in the threat of competition from other operators of container services. If the rates for the container services provided by the main groups of shipping companies became too high other operators might introduce services that undercut them. We are of the opinion that this threat is sufficient to exercise a curb on the level of freight rates generally.

The Effect of the Irish and British Traffic Association

97. Until 1st April, 1962, the Irish and British Traffic Association was known as the Irish and British Traffic Conference. It was alleged to us in evidence that the function of the Conference was to perpetuate the control of the two main groups of operators and, in particular, to maintain freight rates at a high level. The fact that increases in rates are agreed among and imposed uniformly by the operators was quoted as evidence of the existence of a 'ring'.

98. As we have said, the Irish and British Traffic Conference (and its predecessors) was originally concerned with the workings of the through rate system and was in fact the machinery by which the system was built up. Gradually its function changed; the rates were agreed between the operators and merely notified to the Conference which recorded them. Recently it has ceased even to do this and the change of title to the Irish and British Traffic Association and the change of constitution that went with it has recognised this change of function.

99. The Association now plays no part in the fixing of individual rates; it restricts itself to questions of general policy, to the general co-ordination of arrangements for the handling of special traffics, and to similar questions of interest to all rather than to individual operators.

100. What has been said in the previous paragraph does not alter the fact that the rates are agreed between the operators and that increases in rates are generally applied on the same day over the whole range of services. For instance, an increase was applied on the sea rates as recently as July, 1962, and there is little doubt that the size of the increase and its timing were agreed between the operators concerned.

101. The practice stems from the need to co-ordinate through rates. If through rates are desirable for those using the services to Northern Ireland (and it seems clear that they are) we see no alternative to the co-ordination of rates. We are satisfied that this does not prevent the quoting of competitive exceptional rates on the merits of each case or if the operators can be convinced that otherwise they will lose the traffic. The rates that are agreed are in effect maxima. We accept that this practice is reasonable. Any ill effects it may have are likely to result from the general level of freight rates rather than from the fact of their co-ordination.

II. COMPLAINTS ABOUT FREIGHT RATES

102. We have described in some detail the development of the freight rate structure and the factors that tend to curb excessively high rates, since we think it important to make it clear that such factors do exist. It does not necessarily follow that because safeguards exist they are fully effective. Despite them there appears to be a belief on the part of some manufacturers that freight rates are unreasonably high. We received a good deal of evidence on this aspect, although much of it was of a general nature. Some consisted of bald statements such as that 'cost of shipping cotton to Northern Ireland is prohibitive'; that 'charges are unreasonably high'; that 'quite ridiculous freight rates are levied'; and so on. Other complainants made comparisons between the rates to Northern Ireland and the rates in other trades, e.g. that 'it costs more to ship rubber latex from Liverpool to Belfast than it does to bring it from Singapore to Liverpool'; and that 'the rates to Northern Ireland are higher than those to the Continent'.

103. Many complainants gave us examples of Northern Ireland freight rates compared with those on other routes. Some of these examples were too vague to enable us to analyse them, but others were given in some detail and we were able to analyse a typical selection.

104. We received a smaller, but nevertheless significant, amount of evidence from complainants who took a rather more cautious line. They acknowledged the difficulties of comparing freight rates on one route with those on another. Although they quoted rates which far exceeded those in other trades they also quoted other Northern Irish rates which were lower than rates on comparable routes elsewhere, and drew attention to variations in rates outside the Northern Ireland trade every bit as impressive as the variations between the Northern Ireland rates and those elsewhere. They also admitted that the reasonableness of the Northern Ireland rates could not be properly assessed without some knowledge of the costs and the profit margins of the companies concerned.

105. We consequently examined the comparisons made between the Northern Ireland rates and those in force elsewhere and looked broadly into the financial position and profit margins of the main groups of operators so as to make an

assessment of the reasonableness of the freight rates current in the Northern Ireland trade.

III. COMPARISONS OF FREIGHT RATES BY ROUTE

106. As we have explained in paragraphs 70 and 71 it is by no means easy to compare rates on one route with rates on another. The comparison is made more difficult by the fact that most of the rates quoted to us were through rates and were for consignments sent from an inland point on one side of the Irish Channel to an inland point on the other. To be able to compare like with like it would be necessary to break down the through rates into their various components. The prevalence of exceptional rates complicates this.

107. The original class rates may well have been apportioned among the various stages of the journey on a fairly realistic basis. But where an exceptional rate was quoted the railways would reduce the rate as a whole, and would not necessarily attempt to apportion the amount of the reduction, either pro rata or otherwise, amongst the various stages. Where all the facilities used are owned by the same body, it is at least arguable that the extent to which this is done is a matter of commercial judgment and accounting practice, as the ship, the port and the railway are all part of a single system. Even where more than one undertaking is involved, the apportionment is general rather than particular. Thus, for consignments sent via the railways and a Coast Lines shipping service, the receipts are apportioned periodically on an accounting formula based on such factors as the volume of traffic carried, terminal costs, mileage on each undertaking and so on. This formula is reviewed from time to time to bring it into line with changing circumstances, but it will be clear that any attempt to apportion one particular charge for one particular consignment, or even a series of consignments, can at best only be approximate.

108. With the help of the operators we analysed a selection of through rates so as to form an idea of the proportion allocated to the sea passage. This varied with the total length of the journey, but as a result of this analysis it would appear that the sea portion of a through rate rarely exceeds the port-to-port rate for the same commodity over the same route. We have therefore confined our examination of comparative rates to port-to-port rates.

Comparisons with Tramp Rates

109. We have not attempted to compare liner freight rates with tramp freight rates. The methods of operation of the two types of services are so different that any comparison is bound to be invalid.

Comparisons of Deep-sea and Short-sea Liner Rates

110. We have similarly not attempted to compare the rates on the Northern Irish routes with those on any deep-sea routes, since again the characteristics of the two are basically different.

Comparison of Northern Irish with other Short-sea Routes

111. As between two short-sea trades the costs of operation do not vary proportionately with mileage. The overheads and the port costs are likely to be more significant than the distances involved. The freight rate from Grangemouth to Rouen, for example (a journey of 400 miles), will not necessarily be greater than, or even as much as, the rate for the much shorter journey (140 miles) between Liverpool and Belfast.

112. The customs and circumstances of the various short-sea routes also differ.

113. In the Northern Irish trade freight rates comprise carriage from quay to quay and include the cost of harbour rates and landing charges on the goods. In other short-sea trades, where sailings are generally less frequent, the harbour rates and landing charges are separately assessed and are not included in the freight rate. We found that many complaints failed to take this into account and that the various additions that had to be made to cover these extra costs made a significant difference to the comparison of one rate with another.

114. Rates on the Northern Irish cross-Channel routes are quoted per deadweight ton; those on longer routes are often quoted per measurement ton. This again could make a significant difference. A rate for linen of 116s. 0d. per measurement ton can rise to anything between 174s. 0d. and 232s. 0d. per deadweight ton.

115. The level of freight rates will also depend on whether the traffic is regular or not; what is a regular traffic on one route may rarely move on another. It is reasonable to assume that where traffic moves regularly the rate may well be lower than it would be if it moved only occasionally. This is particularly relevant to the studies we made of comparative freight rates since many of the rates that were complained of seemed to us to be rarely used. Similarly, a rate which on one route might have been kept down by competition or because the traffic would not bear a higher rate would not necessarily be subject to the same influences in other trades.

116. With these and similar factors in mind we analysed a selection of the Northern Irish freight rates about which we received complaints and compared them with rates in other trades. Although we found some Northern Irish cross-Channel rates which seemed to be unreasonably high these were the exception rather than the rule. Generally speaking the Northern Irish cross-Channel rates seemed to us to be reasonable compared with those in other trades.

117. In some instances where rates seemed to be high we found that the goods could be moved more cheaply by other means, e.g. by container and ferry services instead of by rail and conventional cargo ship, or vice versa.

118. On a liner service it is impossible to say whether the rate for any particular consignment covers the cost of its carriage. Individual rates are generally influenced by considerations other than cost and the ultimate yardstick must be whether the total receipts from freight cover the total costs of the service. It is therefore necessary to examine the economics of the Northern Irish services as a whole before it can categorically be stated whether or not the rates on those services are reasonable.

IV. ASSESSMENT OF OPERATORS' LEVEL OF PROFITS

119. We explained in para. 76 that since operators' costs cannot be strictly apportioned between passenger and freight carryings we were deferring comment on this aspect until the section on liner freight rates. The following paragraphs are applicable to both passenger and liner freight services.

120. The undertakings operating services to Northern Ireland provide services also to other parts and are often involved in operating other forms of transport. For example, the services operated by the railways are run as seaborne

extensions of the railways and the indirect costs of rail and sea operations are not separately recorded; Coast Lines' services to Northern Ireland and to the Republic of Ireland also have common overhead expenses.

121. The services operated by the B.T.C.'s undertakings present a further difficulty. Except for an allocation to British Railways, which is a requirement of the Transport (Railway Finances) Act, 1957, the Central Charges of the B.T.C. are not apportioned in the Commission's accounts to the various activities, such as their shipping services. The net receipts accruing from each activity (except British Railways) are regarded as available towards meeting the Central Charges of those activities as a whole. It is difficult to attribute an amount of Central Charges to the shipping activity since the price paid for the services which vested in 1948 is not known, being part of an aggregate compensation payment for the assets of each of the former railway companies.

122. For these reasons the allocation to separate operations of indirect costs, and sometimes of direct costs, is difficult and nearly always on an arbitrary basis.

123. The principal undertakings have provided us with accounts on the financial state of their Northern Irish shipping services which, subject to the qualifications we have mentioned, have enabled us to assess whether the level of their profits is reasonable.

124. There is no single point at which a level of profit ceases to be reasonable and becomes unreasonable. An assessment of this sort must be approximate and to some extent subjective. But basing our assessment on such information as we have received, and after making such adjustments as were possible in order to get some idea of the revenue and costs which ought to be allocated to Northern Ireland traffic alone, we are of the opinion that the profits that accrue to the operators of the passenger and liner freight services to Northern Ireland are fair and reasonable.

125. We recognise that because of the difficulties involved this assessment may seem to some extent arbitrary. We are satisfied that any more detailed assessment would take a disproportionate amount of time, energy and money, and would not lead to any different conclusion.

V. GENERAL CONCLUSION ON PASSENGER FARES AND LINER FREIGHT RATES

126. We are satisfied that although occasional liner freight rates may seem high, the general level of these rates and of passenger fares on the services between Great Britain and Northern Ireland is reasonable.

TRAMP SERVICES

127. We report in paragraphs 8 and 9 our agreement with the Northern Ireland Coal Inquiry Committee to leave to them the examination of the freight rates for the carriage of coal by sea. Consequently this section of the Report deals only with the freight rates for the carriage of commodities other than coal.

128. As we pointed out in Chapter II, the basic distinction between liners and tramps is blurred in the Northern Irish trades. Unlike owners of tramps in the deep sea trades many owners in the Northern Irish trades apply freight rates published for the principal commodities carried on the main routes served. The

origins of this system and the organisation of the main carriers are relevant to an understanding of the present freight rate structure.

The Role of the Chamber of Shipping

129. To a large extent British flag ships plying as tramps in the Irish cross-Channel trades operate also in the coasting and Continental trades. Because of this the Irish cross-Channel trades are regarded as part of the British coasting and home trades and British and Irish companies engaged in the trades are usually members of the Coasting and Home Trade Tramp Section of the Chamber of Shipping of the United Kingdom. The Chamber's functions, in so far as this Section is concerned, include the assessment and quotation of rates, normally for a period of twelve months, for the carriage of cargo in the coasting trades, including the trade to and from Northern Ireland. There is no obligation on member companies to use the rates so assessed, nor are charterers bound by them, but they are very widely employed.

The Development of Published Freight Rates

130. Before 1936 there was no stable rate structure in the coasting trades. The level of coasting tramp rates was determined by the supply of and the demand for tonnage. Fixtures were arranged as a result of individual bargains struck between shipowners and charterers in the same way as fixtures in the deep sea trades. In October, 1936, a scheduled rate system was begun for the larger ships operating in the London coal trade, and by 1940 the system had been extended to cover other sections of the coasting trades. The rate levels were based upon operating costs and were voluntarily negotiated by the industry.

131. The growth of the scheduled rate system was consolidated during the war. The coasting tramp fleet as a whole, unlike other sections of British shipping, was not requisitioned by the Government but was operated under a system of licensed employment at controlled freight rates. The control of freight rates was instituted by the Ministry of War Transport in 1940. The principle of the system was that a shipowner, after meeting his operating costs, should receive a return of not more than 5 per cent interest on capital and 5 per cent for depreciation based on the average capital values of the ships employed. To achieve this the daily operating costs of a ship, as agreed with the Ministry, were multiplied by the average voyage time, trade by trade, and to this were added port disbursements and the cost of bunkers consumed. The total costs so arrived at were then converted to a rate per ton according to the carrying capacity of the vessel concerned. Adjustments in rates were only authorised on the submission of evidence indicating a change in any of the shipowners' costs, although periodic checks were carried out by the Ministry to ensure that the system was operating equitably.

132. In June, 1952, Government control over freight rates was abandoned but, following consultations with the principal users concerned, the Coasting and Home Trade Tramp Section of the Chamber of Shipping decided to continue the comprehensive system of scheduled freight rates that had been built up during the period of control. According to the Chamber of Shipping, the costing system employed by the Ministry of War Transport during the years of control has continued in use and, with this as a basis, freight rates have been reviewed annually in consultation with the chartering and trade organisations.

Such reviews have not been restricted to the Northern Irish trades but have encompassed all the coasting trades.

Categories of Freight Rates

133. Tramp freight rates can conveniently be divided into published scheduled rates, unscheduled rates for seasonal or other regular traffic, and rates for miscellaneous and 'spot' cargoes. All the main commodities carried (coal, potatoes, cement and scrap iron) are covered by scheduled rates which are published by the Chamber in book form. The other rates are not published in this way but are available on request.

The Negotiation of Rates

134. All rates except the miscellaneous and 'spot' rates are subject to periodic review, consultation and agreement with the charterers and merchants concerned. We were informed by the Chamber that, for example, the rates for potatoes are fixed in consultation with the North of Ireland Potato Marketing Association of Belfast, and those for cement with the Cement Marketing Company and the Tunnel Portland Cement Company. The rates for scrap are the subject of discussions between the Chamber and scrap merchants.

135. The unscheduled rates for seasonal or other regular traffic are fixed after negotiations between the Chamber and the trade groups or principal traders concerned.

136. On occasion rates are required for miscellaneous or 'spot' cargoes where prior negotiation with the shipper concerned has not been possible. The Chamber tell us that in such cases the rates quoted are usually fixed having regard to the same broad principles as those on which the published or listed rates are based.

Method of Assessing the Reasonableness of Rates

137. We received very few complaints about tramp freight rates. No comparisons were put to us on the levels of the Northern Irish rates and those elsewhere. It was alleged to us that the rates scheduled by the Chamber of Shipping should be lower since on some occasions the foreign tramp owner could undercut them, but there were no allegations of a price ring similar to those we received about liner freight rates. It seemed to us that this might be accounted for by the method in which the rates were negotiated and by the safeguards arising from the way in which the trade was organised. We concluded therefore that the best method by which to assess the reasonableness of tramp freights was to examine the safeguards to the user that existed in the method of calculating the rates and the reality of the competition that the British tramp owner had to meet.

Influences on Freight Rates

138. We have already mentioned the Chamber's practice of agreeing rates with the principal users or their Associations. This certainly indicates a reasonable attitude on the part of the shipowners but, before it can be regarded as a valid safeguard, it is necessary to examine whether the user has any alternative to ships of owners applying the rates recommended by the Chamber.

139. It is the policy of the United Kingdom that the coastal shipping trade should be open to ships of all nations. It will be seen from Appendix E that

foreign ships carry a considerable proportion of the commodities, other than coal, that move between Great Britain and Northern Ireland. We understand that these foreign ships are mainly small Dutch and German motor vessels, and that they offer keen competition to the British tramp owners. They do not offer published rates or any guarantee of tonnage. They follow the market and the rates they offer and the amount of tonnage available will always depend on general conditions in other trades. Since, however, the British shipowners' rates are steady and published, and consequently open to undercutting, it is clear that these foreign ships present to the users of tramp services a definite and competitive alternative to British ships. We think it reasonable to assume that if the Chamber tried to set its rates unreasonably high the users could easily find other tonnage. We think also that the stability of rate and assurance of tonnage provided by the system operated by the British tramp owners justifies somewhat higher rates on occasion than ad hoc rates quoted by shipowners following the market.

140. There are other influences which tend to keep down particular freight rates. For example, the desirability of maintaining the trade in the face of competition from alternative sources of supply on the Continent tends to keep down the potato and pitwood rates. Although freight rates follow a common pattern, the various influences on each of them ensures that any increases applied vary from commodity to commodity according to circumstances.

141. We consider that competition from foreign shipowners and the other factors we have mentioned exercise a powerful curb on the level of freight rates. In view of the considerable quantities of cargo that are carried by British shipowners, and the almost total absence of complaints, it seems that the main users of tramp ships also accept that the Chamber's rates are reasonable for the service that is provided.

Conclusion on Tramp Freight Rates (for commodities other than coal)

142. We consider that the safeguards implicit in the organisation of the Northern Irish trade are considerable and prevent the charging of unreasonable rates.

CHAPTER VII

The Carriage of Livestock

143. We received no complaints about any aspect of the carriage of livestock. We have, however, looked briefly into it and the purpose of this Chapter is to sketch out our findings.

The Services Provided

144. All, or nearly all, the livestock moved between Northern Ireland and Great Britain is carried by B.T.C. controlled undertakings and by subsidiaries of Coast Lines Ltd. Coast Lines carry roughly 70 per cent of the traffic and the B.T.C. 30 per cent.

145. Nearly all the livestock carried by the B.T.C. is shipped from Belfast via Heysham. A regularly scheduled livestock service is maintained by two cargo/livestock vessels, each having accommodation for over 700 head of cattle. In 1961 the number of livestock carried on this route was 105,000. The Larne-Stranraer route, operated by the Caledonian Steam Packet Co. (Irish Services) Ltd., a B.T.C. subsidiary, is primarily concerned with the carriage of passengers and motor vehicles, but the company's new multi-purpose vessel 'Caledonian Princess' is also able to carry 65 head of cattle. In 1961 the number of livestock conveyed by this ship's predecessor, the 'Princess Margaret', was 1,600; this was a substantial reduction on previous years.

146. As will be seen from the figures given below, the Coast Lines group provides facilities for the carriage of livestock on six of its Northern Irish services. Belfast is the main port of shipment but there is a substantial trade from both Londonderry and Newry. Cattle, sheep and pigs (and occasionally horses) are carried on all the routes served, but whereas the bulk of traffic to Birkenhead and Heysham tends towards sheep and pigs the main traffic to Glasgow is in cattle.

Regular Livestock Services Operated by the Coast Lines Group Approximate Carryings for 1961

<i>Belfast Steamship Company Ltd.</i>						
Belfast-Birkenhead ...	...	...	...	...	...	119,000
Londonderry-Birkenhead ...	...	...	...	...	...	10,000
<i>Burns and Laird Lines Ltd.</i>						
Belfast-Glasgow ...	...	...	...	...	...	55,000
Londonderry-Glasgow ...	...	...	...	...	...	29,000
Londonderry-Heysham ...	...	...	...	...	...	17,000
<i>British and Irish Steam Packet Company Ltd.</i>						
Newry-Birkenhead ...	...	...	...	...	...	29,000

147. On all these routes livestock is shipped by regular scheduled sailings but, according to the operators, many additional sailings are fixed as required to meet fluctuations in the pattern of trade. In all the Coast Lines group

presently employs 10* vessels in the Northern Irish livestock trades and these have fixtures for a total of over 3,800 head.

148. Taking into account the livestock space provided on the B.T.C. services it seems clear that the ships engaged in the trade have an annual carrying capacity well in excess of the numbers actually shipped. It seems safe to assume from this, and from the absence of complaints from those sending livestock by these services, that seasonal peaks in the trade are reasonably catered for. The livestock trade is of course almost entirely one way, from Northern Ireland to Great Britain, but since the space used for livestock can be used for the carriage of conventional cargo this imbalance is to some extent counteracted by the larger flow of conventional traffic in the other direction.

Standards of Service

149. The conditions under which livestock is carried between Northern Ireland and ports and places in Great Britain are regulated by the Ministry of Agriculture, Fisheries and Food and administered by that Department in conjunction with the appropriate Local Authorities and Police Forces.

150. The main instrument of regulation in this context is the Transit of Animals Order, 1927, which lays down in some detail the requirements and standards for the carriage of livestock by sea and rail, and to a lesser extent by road. These regulations extend to the physical characteristics of the livestock fittings in addition to prescribing day-to-day measures designed to ensure the well-being of the animals.

151. So far as sea transit is concerned the regulations specify what part of a vessel may or may not be utilised for the carriage of livestock and lay down standards for pens and fittings, passageways, ventilation, drainage, lighting and so on. There are also provisions covering the securing, separation and overcrowding of animals, and their tending and victualling while in transit or at ports. There are stipulations regarding the cleansing and disinfection of vessels, facilities and equipment.

152. The Transit of Animals Order specifically requires the livestock fittings of every vessel subject to the Order to be inspected annually. The Order also requires the owner of a ship fitted or refitted for the carriage of livestock to furnish the Ministry with plans giving details of the fittings. The shore facilities are also under their general surveillance.

Methods of Charging

153. Livestock can be shipped either at through rates or at port-to-port rates. Of the four ports in Great Britain which receive livestock from Northern Ireland, Heysham and Stranraer are, because of their rail connections, almost wholly concerned with through traffic. Glasgow and Birkenhead receive livestock moving at through and at port-to-port rates.

(i) Through Rates

Through rates are available for the shipment of livestock between most places in Northern Ireland and Great Britain, although there are several well defined streams of traffic. Broadly speaking through rates for livestock,

* Excluding the 'Irish Coast' which has some capacity for livestock, but which in summer is exclusively employed in the carriage of passengers on the Ardrossan-Belfast service.

like those for conventional cargo, have evolved through arrangements between the various undertakings and by the adoption of the cheapest port concept for determining rate levels. For all practical purposes it can be said that through-rated livestock traffic moves at truck rates. As the term implies, this means that the rates are calculated per truck and that the charge for any particular consignment of livestock will depend on the number of trucks that it fills. The final decision on how many trucks should be used rests with the railway authorities (subject always to the statutory control of conditions).

(ii) *Port-to-port Rates*

The port-to-port rates for livestock are per head rates based on a general classification according to the type of animal being conveyed (e.g. calves, stores, cows and fats in the case of cattle) and are generally inclusive of terminal costs and port dues.

Conclusion on the Carriage of Livestock

154. In the absence of any complaints from the users, and as a result of our own brief examination of this trade, we think it reasonable to assume that the services provided by the shipowners are satisfactory.

Summary of Conclusions

155. We consider that in general the operators of the shipping services between Great Britain and Northern Ireland provide a satisfactory service at a reasonable price. With the existing standards of service and frequency of sailings it is likely that any further increases in shipowners' costs will result in increases in fares and rates. One way to avoid or postpone these increases might be to operate a less diverse service with less regular and less frequent sailings. Which course is preferable is for the commercial judgment of the operators and of those who use their services.

156. In more detail our conclusions may be summarised as follows:

- (i) The frequency and timing of the passenger services are satisfactory (paragraphs 33-41).
- (ii) The type and frequency of the freight services are satisfactory (paragraphs 42-45).
- (iii) The standards of comfort at peak periods in the second class accommodation on some of the passenger services could be improved. On other services the standards are high (paragraphs 46-53, 58).
- (iv) Some improvement in the arrangements for the carriage of accompanied cars is desirable, but we recognise that it will not be easy to provide (paragraphs 54-58).
- (v) There is no evidence to suggest that shipowners are dilatory in their handling of traffic entrusted to them. The general force of the complaints that were made to us about delay is considerably less than the volume of the complaints would apparently warrant (paragraphs 59-63, 67).
- (vi) The absence of separate documentation of small consignments on the railways' shipping services is justifiable (paragraphs 64-67).
- (vii) The passenger fares and charges for accompanied cars are reasonable (paragraphs 72-76, 119-126).
- (viii) Allegations of a 'ring' in the operation of liner services are exaggerated and ignore the various influences on freight rates. There is enough competition to exercise a curb on the general level of liner freight rates (paragraphs 77-101).
- (ix) Although some liner rates may seem to be high, these are the exception rather than the rule. In general we consider liner rates between Great Britain and Northern Ireland to be reasonable (paragraphs 102-126).
- (x) As stated we have not considered the level of freight rates for the carriage of coal. The safeguards implicit in the organisation of the tramp services for the carriage of other commodities between Great Britain and Northern Ireland are adequate to prevent the charging of unreasonable rates (paragraphs 127-142).

- (xi) The absence of complaints and our brief survey of the services for the carriage of livestock would indicate that the arrangements are satisfactory (paragraphs 143-154).

157. In reaching these conclusions, we have confined ourselves to the consideration of the adequacy of the services to meet existing demands and of the reasonableness, by normal commercial criteria, of the charges made for them. We have thought it beyond our terms of reference to consider the effect of the services and the charges made for them on the economic position of Northern Ireland and Northern Irish industry. We received some submissions to the effect that the inconvenience of the services and the charges made for them impeded the functioning of the industries at present in Northern Ireland and discouraged the establishment of new industries. Whether this is true is not for us to say. We are sure, however, that whatever validity the assertion has, the causes of it lie not in any shortcomings of the existing services to meet existing demands, or in any unreasonableness in the charges made for these services, but in the inescapable facts of geography.

APPENDIX A

List of Persons and Organisations who submitted evidence to the Committee.
Those who gave written and oral evidence denoted by *.

- | | |
|---|---|
| Anglo Irish Transport Ltd. | *Mrs. E. Johnson |
| Association of British Chambers of Commerce | A. Meredith Jones & Co. |
| Association of Rural District Councils | Lisburn Industrial Development Association |
| Bartrev Board Co. Ltd. | London Chamber of Commerce (Inc.) |
| Carl A. Beck, Esq. | Cyril Lord Ltd. |
| *Belfast Chamber of Commerce | *Maine Works |
| Belfast Chamber of Trade | Thomas Millar, Esq. |
| Belfast Harbour Commissioners | C. H. Nash, Esq. |
| Belfast & Preston Transport Co. Ltd. | *National Association of British Manufacturers (formerly National Union of Manufacturers) |
| *Belfast Ropework Co. Ltd. | *National Union of Small Shopkeepers |
| *Bleachers & Finishers' Association (Inc.) | *Northern Ireland Tourist Board |
| *Irish Dyers & Finishers' Association (Inc.) | Northern Ireland Development Council |
| British Shippers' Council | Passenger Vehicle Operators' Association Ltd. |
| *British Transport Commission | Pye Ltd. |
| *Hugh Burns Ltd. | Road Haulage Association Ltd. |
| Central Council of the Irish Linen Industry Ltd. | J. Robinson, Esq. |
| Chamber of Shipping of the United Kingdom | *Short Brothers & Harland Confederation of Shipbuilding and Engineering Unions |
| Cheal Knowles & Co. Ltd. | Standing Joint Committee of the R.A.C., A.A., R.S.A.C. |
| Chemstrand Ltd. | Miss M. J. Story |
| Mrs. M. C. F. Clark | Townsend Bros. Ferries Ltd. |
| Clyde Shipping Co. Ltd. | Traders' Co-ordinating Committee on Transport |
| *Coast Lines Ltd. | Traders' Road Transport Association Ltd. |
| S. William Coe & Co. Ltd. | *Ulster Transport Authority |
| Darnolly Spinning Co. Ltd. | |
| Federation of British Industries | |
| I. J. Fisher & Co. Ltd. | |
| R. W. Gunson (Seeds) Ltd. | |
| Irish & British Traffic Association (formerly Irish and British Traffic Conference) | |

APPENDIX B

Summary of Liner Services operated between Great Britain and Northern Ireland.

Route	Approx. Mileage	Underwriting	Nature of Service	Frequency of sailing (Weekly)	Remarks
Glasgow-Belfast	113	Burns & Laird Lines Ltd.	Passenger, General Cargo, Livestock and Mail.	6 each way	Night service.
Glasgow-Liverpool	139	do.	Passenger, General Cargo and Livestock.	5 each way in summer (7 passenger only, 2 cargo and livestock only). 2 each way in winter.	Night service.
Greenock-Belfast	95	do.	General Cargo	24 each way	—
Greenock-Liverpool	125	do.	Super Carriage	As required	—
Greenock-Larne	60	Northern Ireland Trailers Ltd.	Unit Load	2 each way	—
Androsian-Larne	74	Atlantic Steam Nav. Co. Ltd.	Unit Load	6 each way	—
Androsian-Belfast	70	Burns & Laird Lines Ltd.	Passenger only	6 each way in summer only	Daylight passages.
Androsian-Belfast	74	do.	General Cargo	2 each way	—
Belfast-Androsian	74	do.	Scrap	As required	—
Stranraer-Larne	35	Caledonian Steam Packet Co. (Irish Services) Ltd.	Passenger, General Cargo, Livestock and Mail; drive-off for Motor Cars and Commercial Vehicles.	12 each way	1 sailing each way on Sundays during July and August.
Hoytham-Belfast	125	British Railways (London Midland Region).	Passenger, Mail, Cargo	6 each way in winter, 7 each way in summer (includes Sunday sailing).	Night service. Extra sailings during July, August and September.
Hoytham-Belfast	125	do.	General Cargo and Livestock	6 each way	—
Hoytham-Belfast	125	do.	Container	2 each way	—
Hoytham-Liverpool	190	Burns & Laird Lines Ltd.	General Cargo and Livestock	2 each way	—
Preston-Liverpool	200	Anglo Irish Transport Ltd.	Unit Load	1 each way	—
Preston-Larne	140	Northern Ireland Trailers Ltd.	Unit Load	1 each way	—
Preston-Larne	140	Atlantic Steam Nav. Co. Ltd.	Unit Load and drive-off (drive-off vessels limited passenger accommodation on certain vessels). Drive-on/drive-off (limited passenger accommodation).	12 each way	Extra sailings as required.
Preston-Belfast	140	do.	General Cargo	1 each way	—
Preston-Belfast	140	Belfast & Preston Transport Co. Ltd.	General Cargo	3 each way	—
Liverpool-Belfast	140	Belfast S.S. Co. Ltd.	Passenger & General Cargo	6 each way	Night Service. Extra sailings as required.
Liverpool-Belfast	140	do.	General Cargo	3 each way	—
Liverpool-Belfast	140	do.	General Cargo and Livestock	4 each way	Sailings by same vessel as maintaining weekly Liverpool-Liverpool service.
Liverpool-Belfast	140	do.	General Cargo and Livestock	1 Belfast to Liverpool	—
Liverpool-Belfast	140	do.	General Cargo and Livestock	6 each way	—
Liverpool-Belfast	140	do.	General Cargo and Livestock	1 each way	Vessel also does Belfast-Liverpool service.
Liverpool-Belfast	140	Link Line Ltd.	Unit Load	Approx. fortnightly outwards, irregularly inwards.	—
Liverpool-Liverpool	215	Belfast S.S. Co. Ltd.	General Cargo and Livestock	—	—
Liverpool-Coleman	200	S. William Coe & Co. Ltd.	General Cargo	—	—

APPENDIX B—cont.

Summary of Liner Services operated between Great Britain and Northern Ireland—cont.

Route	Average Mileage	Underwriting	Nature of Service	Frequency of Sailing (Weekly)	Remarks
Liverpool-Newry	130	British & Irish S.P. Co. Ltd.	General Cargo & Livestock	1 each way	—
Manchester-Belfast	185	Belfast S.S. Co. Ltd.	General Cargo	2 each way	—
Swansea-Belfast	275	William Stott & Co. Ltd.	General Cargo	1 each way	—
Cardiff-Belfast	310	do.	General Cargo	2 each way	Additional sailings as necessary.
Belfast-Belfast	330	do.	General Cargo and Unit Loads	2 each way	—
London-Belfast	660	Coast Lines Ltd.	General Cargo	1 from Belfast, 2 from London.	—
Middlesbrough-Belfast	610	do.	General Cargo	1 each way	Calls are also made at Southampton and Plymouth subject to indentment.
Newcastle-Belfast	590	do.	General Cargo	1 each way	(1) Calls also made at Dundee and Kircubbin subject to indentment.
Leith-Belfast	530	do.	General Cargo	1 each way	(2) Service maintained by two ships running round once a fortnight.
Aberdeen-Belfast	470	do.	General Cargo	1 each way	Additional vessels fixed to deal with seasonal fertilizer traffic from Newcastle and Middlesbrough to Belfast and Londonderry.
Stranraer-Belfast	235	do.	General Cargo	1 each way	—
Middlesbrough-Londonderry	580	do.	General Cargo (as indentment officers)	As required	—
Newcastle-Londonderry	550	do.	General Cargo (as indentment officers)	As required	—
Leith-Londonderry	510	do.	General Cargo (as indentment officers)	As required	—
Aberdeen-Londonderry	420	do.	General Cargo (as indentment officers)	As required	—

On those routes where livestock services to Liverpool are indicated it should be noted that the actual port of discharge for livestock is normally Birkenhead. Table constructed from information supplied by the operators of the services.

APPENDIX C(i)

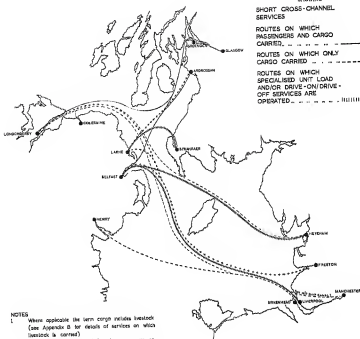
MAP SHOWING

SHORT CROSS-CHANNEL SERVICES

ROUTES ON WHICH
PASSENGERS AND CARGO
CARRIED. — — — — —

ROUTES ON WHICH ONLY
CARGO CARRIED - - - - -

ROUTES ON WHICH
SPECIALISED UNIT LOAD
AND/OR DRIVE-ON/DRIVE-
OFF SERVICES ARE
OPERATED.

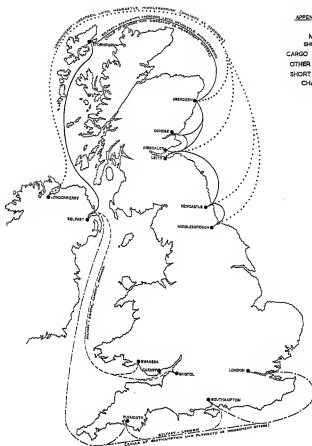


NOTES

1. Where applicable the term cargo includes livestock (see Appendix B for details of services on which livestock is carried)
2. There is limited accommodation for passengers on the Preston-Larne and Preston-Belfast drive-on/drive-off services
3. Passengers are not carried on the Greenock-Belfast service and there is no liner service between Greenock and Londonderry
4. The passenger service between Androsen and Belfast only operates in the summer months

APPENDIX C (II)

MAP
SHOWING
CARGO SERVICES
OTHER THAN
SHORT CROSS-
CHANNEL



APPENDIX D

Deployment of Ships on Great Britain/Northern Ireland Liner Services as at 1st July, 1962

Underwriting	Vessel	Date Built	Gross Tons	Net Tons	Deadwt. Tons	Cargo capacity bl. cub. ft.	Speed Knots	Passenger Accommodation	Livestock	Service(s) on which operated	Remarks
British Railways (London Midland Region)	S.S. Duke of Argyll	1956	4,797	2,274	576	77,510	21	1,800 { 240 1/c berths 214 2/c berths	—	Heyham/Belfast	Stabilised
"	S.S. Duke of Lancaster	1956	4,797	2,274	576	77,510	21	1,800 { 240 1/c berths 214 2/c berths	—	"	"
"	S.S. Duke of Roxburgh	1956	4,797	2,274	576	77,510	21	1,800 { 240 1/c berths 214 2/c berths	—	"	"
"	M.V. Containar Enterprise	1958	382	411	574	65 large containers	12½	—	—	"	—
"	M.V. Containar Venture	1958	382	411	574	65 large containers	12½	—	—	"	—
"	S.S. Silver Swan	1937	1,273	558	759	55,540	17	—	718 cattle	"	—
"	S.S. Silver Swan	1936	1,485	558	754	55,540	17	—	735 cattle	"	—
Atlantic Steam Nav. Co. Ltd.	M.V. Clipper	1956	409	315	780	34 Containers, Trailers etc.	11	—	—	Ardsman/Larne	—
"	M.V. Hina	1957	500	319	800	37 Containers, Trailers etc.	10	—	—	"	—
"	M.V. Goodwill	1958	499	288	920	50 Containers, Trailers etc.	11	—	—	Prison/Larne...	—
"	M.V. Goodwill Trader	1961	499	277	970	54 Containers, Trailers etc.	11½	—	—	"	—
"	M.V. Baiter Ferry	1957	2,550	1,150	1,210	70 Comm. Vehicles	14	55 ...	—	Prison/Larne and Preston/Belfast	Drive-on/drive-off—Stabilised
"	M.V. Ionic Ferry	1958	2,557	1,158	1,210	60 Comm. Vehicles	14	55 ...	—	"	Drive-on/drive-off
"	M.V. Empire	1945	4,295	2,348	1,960	60 Comm. Vehicles	10	33 ...	—	"	Drive-on/drive-off
Calcuttan Steam Packet Co. (Joint Service) Ltd.	S.S. Calcuttan Princess	1961	3,630	1,306	688	103 Motor Cars or equivalent Motor Cars, Commercial Vehicles and Trailers	20½	1,400 { 82 1/c berths 94 2/c berths	65 cattle	Stranorlar/Larne	Drive-on/drive-off—Stabilised
Belfast S.S. Co. Ltd.	M.V. Ulster Prince	1937	4,306	2,305	901	68,797	16½	1,250 { 399 1/c berths 108 2/c berths	—	Liverpool/Belfast	—
"	M.V. Ulster Monarch	1929	3,851	1,810	828	67,480	16	1,200 { 391 1/c berths 58 2/c berths	—	"	—
"	M.V. Ulster Premier	1955	979	416	1,251	85,660	12	—	—	"	—
"	M.V. Ulster Pioneer	1955	1,016	418	1,269	86,709	12	—	—	"	—
"	M.V. Brookmount	1949	925	438	1,070	108,466	12	—	425 cattle	"	—
"	M.V. Colbrook	1948	990	437	1,090	108,466	12	—	425 cattle	"	—
"	M.V. Ulster Sportsman	1956	789	316	700	75,131	13½	—	295 cattle	Liverpool/Londonderry and Liverpool/Belfast	—
"	M.V. Ulster Spinner	1942	532	234	748	58,548	10½	—	—	Manchester/Belfast	—
"	M.V. Ulster Weaver	1946	498	214	713	56,959	11	—	514 cattle, 210 sheep or pigs	Various	Normally livestock only
"	S.S. Ulster Herdsman	1923	1,463	573	1,541	96,939	12	—	—	"	—

Deployment of Ships on Great Britain/Northern Ireland Liner Services as at 1st July, 1962—continued

Underwriting	Vessel	Date built	Gross Tons	Net Tons	Deadweight, Tons	Cargo capacity, 1st, 2nd, 3rd, etc.	Speed, Knots	Passenger Accommodation	Livestock	Service(s) on which operated	Remarks
Link Line Ltd.	M.V. Biscan	1962	2,144	1,070	1,993	54 Containers, Trailers etc.	14	—	—	Liverpool/Belfast	—
"	M.V. Buffalo	1962	2,163	1,072	1,953	54 Containers, Trailers etc.	14	—	—	"	—
Burns & Laird Lines Ltd.	M.V. Royal Scotsman	1936	3,238	1,409	856	98,509	17	207 1/2 berths 104 2/2 berths	411 cattle	Glasgow/Belfast	—
"	M.V. Royal Ulsterman	1936	3,290	1,449	864	98,509	17	207 1/2 berths 104 2/2 berths	411 cattle	"	—
"	M.V. Irish Coast	1952	3,813	1,731	880	97,400	17½	207 1/2 berths 104 2/2 berths	—	Aldersham/Belfast	—
"	M.V. Devonian	1938	3,111	253	845	62,940	10½	—	—	Greenock/Belfast	—
"	M.V. Ladbroke	1936	3,111	228	720	30,850	9½	—	—	"	—
"	M.V. Ladbroke	1935	471	234	715	31,470	9	—	—	"	—
"	M.V. Ladbroke	1944	1,736	820	583	71,972	13	—	350 cattle	Glasgow/London/derry	—
"	M.V. Ladbroke	1936	789	316	710	75,131	13½	—	295 cattle	Hopbush/London/derry	—
"	M.V. Ladbroke	1936	789	316	700	75,558	13½	—	295 cattle	Liverpool/Newry	—
"	M.V. Dundalk	1930	710	273	693	62,450	12	—	251 cattle	"	—
Belish and Irish Northern Ireland Trailers Ltd.	M.V. Fintona	1956	1,208	608	1,520	36 Containers, Trailers etc.	11½	—	—	Aldersham/Larne and Preston/Larne	—
"	M.V. Spauld	1955	1,207	611	1,518	"	11½	—	—	"	—
William Sloan & Co. Ltd.	M.V. Frula	1954	906	344	1,040	71,660	12	—	—	Bristol/Belfast	—
"	M.V. Tay	1941	791	396	1,239	79,001	11½	—	—	Cardiff Swansea/Belfast	—
"	M.V. Morristown	1945	892	399	1,093	80,600	12	—	—	"	—
Coast Lines Ltd.	M.V. Cheshire Coast	1954	1,202	469	1,454	96,537	12	—	—	London/Belfast	—
"	M.V. Lancashire Coast	1954	1,283	451	1,535	93,648	12	—	—	"	—
"	M.V. Adriatic Coast	1949	1,050	477	1,553	95,280	12	—	—	Middleborough, Newcastle, Latham, Aberdeen, Stornoway / Belfast, London/derry	—
"	M.V. Perth	1943	870	423	1,415	98,751	11	—	—	"	—
Belfast & Preston Transport Co.	S.S. Craigavon	1924	681	287	827	34,733	10	—	—	Preston/Belfast	—
"	S.S. Craigliffe	1921	605	271	759	33,180	10	—	—	"	—
S. William & Co. Ltd.	Service maintained primarily by small voyage-chartered vessels although company's own vessels (of approximately 800-1,100 dwt.) occasionally used.										—
Argyle Irish Transport, Ltd.	S.S. Loch Linne	1928	766	366	870	31 Containers, Trailers etc.	10	—	—	Liverpool/Coleman	—
"	S.S. Loch Elva	1948	982	490	1,220	38 Containers, Trailers etc.	10½	—	—	Preston/London/derry	—

Table constructed from information supplied by the operators of the services.

APPENDIX E

Volume of Cargo carried by Coasting Tramp Vessels between Great Britain and Northern Ireland

(All figures are tons weight)

Year	Coasting Tramp Cargoes to and from Northern Ireland in British Ships			Cargoes carried in Irish Republic and Foreign Ships to and from Northern Ireland			Grand Total
	Coal	Other	Total	Coal	Other	Total	
1957	2,624,200	437,500	3,061,700	46,300	3,410,400
1958	2,519,400	483,500	3,002,900	15,900	3,425,900
1959	2,504,700	547,600	3,052,300	—	3,554,200
1960	2,856,300	627,400	3,483,700	—	3,977,200

Figures supplied by the Chamber of Shipping of the United Kingdom.

MINISTRY OF TRANSPORT

SHIPPING SERVICES TO NORTHERN IRELAND

Report of the Committee



LONDON

HER MAJESTY'S STATIONERY OFFICE

1963

Members of the Committee

Chairman: MR. D. V. HOUSE, F.C.A.

MR. S. C. BOND, C.B.E., M.INST.T.

MR. E. CARTER BRAINE, M.C.

Secretary: MR. J. R. STEELE

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